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ABSTRACT

Part of a 3-year study of the Chapter 1 Neglected or Delinquent (Chapter 1 N or D) Program providing compensatory education services to youth in state-operated juvenile and adult correctional facilities, this report presents findings of a longitudinal component designed to assess prerelease services and postrelease experiences. Participants in the Chapter 1 N or D Programs were followed for 10 months after they were contacted during facility site visits. Initial interviews collected baseline data and two follow-up interviews occurred at 5-month intervals. The study began with 670 youths. By the end of data collection, 337 youths continued to participate with 40 percent released and 60 percent not. The data indicate that most participants were male, black, from urban areas, from single parent households, and had an average age of 18 years; most had an educational achievement level of grade 9. Most youths receive some prerelease services that they generally find useful. Postrelease, half of the participants returned to school, most returned to the same environment they knew before, and most found or looked for work primarily at low paying, low stability jobs. By the second interview, 90 percent of released participants had held more than one job and 40 percent had experienced further problems with the law. Included are 16 tables, 11 figures, 6 references, and 2 appendixes containing methodology of the study and calculation of sample weights. (JB)

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# UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

Longitudinal Study Findings:
National Study of the ECIA Chapter 1
Neglected or Delinquent Progam

Prepared for the U.S. Department of Education under contract by:

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# UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

**Longitudinal Study Findings: National Study of the Chapter 1 Neglected or Delinquent Program**

Linda A. LeBlanc
Alexander Ratnofsky, Ph.D.

Westat, Inc.

1991

Prepared for the U.S. Department of Education
Office of the Under Secretary

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## EXECUTIVE SUMMARY

Youth who have been in correctional facilities face tremendous obstacles when they return to the community. The vast majority do not have a high school diploma or general equivalency diploma (GED), their employment opportunities are limited, and they tend to return to the community in which they committed their offenses. To better assess the support these youth receive and to describe their postrelease experiences, a longitudinal study was conducted as part of the U.S. Department of Education's Study of the Chapter 1 Neglected or Delinquent (N or D) Program. This report presents findings of the longitudinal study. Participants in the Chapter 1 program in state-operated correctional facilities were followed for up to 10 months after they were first contacted in site visits to the facilities.

The study was carried out for a nationally representative sample of Chapter 1 N or D inmates of facilities for juvenile delinquents and adult correctional facilities. It obtained baseline information on these youth in the spring of 1989, including where they were institutionalized, why they had been institutionalized, what their educational experiences were prior to confinement, and what educational services they were receiving while in the correctional system. Two followup interviews were conducted with these same youth at intervals of approximately 5 months after the spring 1989 data collection. These interviews determined where these youth were vis-á-vis the correctional system. If still confined, the youth were asked to provide an update on the educational services they were receiving. If no longer confined, they were asked to report on their educational, work, and legal experiences since release or since their prior interview.

The information in this report is based on weighted estimates of the total estimated population of 14,348 Chapter 1 N or D participants in juvenile and adult facilities as of the sampling date in spring 1989. The longitudinal study began with a sample of 670 youth. By the end of data collection 10 months later, 68 percent of the sampled students were known to have been released from the correctional system. Half (337 youth) were located and continued to answer the interview questions. Of the 337 remaining in the study, 40 percent had been released and 60 percent had not. Estimates have been adjusted for nonresponse, taking into account the different response rates among incarcerated and released youth.

**Characteristics of Chapter 1 N or D Participants**

Three-quarters of the participants in the Chapter 1 N or D program are from urban areas. They are typically male, and 55 percent are black. The average age of Chapter 1 N or D youth is 18. The youngest students who participated in this study were 13 years old at the time of their first interview; the oldest exceeded the program's cutoff age of 21 by several years. Chapter 1 N or D participants in juvenile facilities, as might be expected, tend to be younger than their counterparts in adult facilities. The average of students in juvenile facilities is 17, while the average age of students in adult facilities is 20.

These students also tend not to come from traditional two-parent households. Prior to and after commitment, most lived in a single-parent household that was dependent on the mother's income and often dependent on public assistance.

Chapter 1 N or D participants are unlike the general population of school-age youth in many respects. For example, while the modal highest grade completed for 17-year-olds in the general population is grade 12, the modal highest grade for those of the same age receiving Chapter 1 N or D services is grade 9. Thus Chapter 1 N or D participants are among the 30 percent of youth nationally who are one or more years below modal grade (i.e., they are part of the nation's population of youth at risk for dropping out of school). In fact, a disproportionately large percentage are beyond the risk of dropping out because they already have.

School dropout rates are much higher among Chapter 1 N or D participants than in the general population. Nationally, 9 percent of youth ages 14 to 21 have dropped out of school, compared with 40 percent of all Chapter 1 N or D participants who are dropouts. Institutionalized 16- and 17-year-olds are four times more likely to be dropouts as are youth of the same age in the general population.

Some 60 percent of the Chapter 1 N or D participants were enrolled in school at the time of commitment to the correctional system. For these youth, the education-related services they receive while incarcerated serve to replace the schooling they are missing because of institutionalization. Youth in juvenile facilities are more likely to have been in school at the time of their commitment than are those in adult facilities. Youth in adult facilities tend to be dropouts

who have resumed their education while incarcerated. Three-quarters of Chapter 1 N or D youth in adult facilities were not in school prior to commitment.

Three-quarters of the Chapter 1 N or D participants are in facilities for delinquent juveniles. These are youth who have committed a juvenile or status offense. Juvenile offenses are offenses that would be criminal if they had been committed by a person of adult age; status offenses are offenses only by virtue of the age of the youth (e.g., truancy, running away). Chapter 1 N or D participants held in adult correctional facilities are either legally adult by virtue of their age or have committed crimes of such seriousness that they were tried and convicted as adults regardless of age. Only 5 percent of the Chapter 1 N or D participants are in state-operated facilities for neglected youth (residential facilities other than foster homes where youth are placed due to abandonment, neglect, or death of the parents or guardians).

The average length of confinement for Chapter 1 N or D participants has more than doubled since the last evaluation of the program in 1976. At that time, the average length of stay was reported to be 6 months. The average length of stay of Chapter 1 N or D participants, calculated as of 1 year after the 1989 baseline interview, was 13 months. (Participants in our study who were still institutionalized averaged longer stays than did participants who had been released; thus 13 months is a low estimate.) At the time of the earlier study, corrections educators noted the brief time available to help educationally and socially troubled youth. Although this time is still brief in comparison with the years of schooling the youth have received to date, corrections educators now have twice the amount of time to work with these youth that they had a decade ago.

**Transition Services/Preparation to Return to the Community**

While incarcerated, most youth receive some prerelease services to help prepare for the transition from the correctional facility back into the community. Youth confined to juvenile facilities, however, are more likely to receive such services than are youth in adult facilities. Facilities tend to offer a variety of classes, training, and counseling. The youth who receive these classes generally find them to be helpful.

More than three-quarters of the youth receive information about alcohol and drugs as part of their prerelease training. More than three-fifths of the youth receive prerelease training dealing with finding a job and some preparation related to returning to school. A smaller proportion of youth receive other classes or training such as budgeting, making friends, getting health care, finding a place to live, obtaining legal assistance, and locating community resources. Students generally find the prerelease classes they take to be helpful.

Although transition services are being provided to Chapter 1 N or D participants, Chapter 1 funds tend to be targeted more toward providing instruction in reading and math.

**Postrelease Experiences**

Few Chapter 1 N or D participants receive high school diplomas or GEDs while incarcerated; only 15 percent of the students who were released from the correctional system during this study reported achieving this milestone.

At the baseline interview, Chapter 1 N or D participants expressed positive attitudes about their academic future. A substantial majority of the youth -- 79 percent -- reported plans to return to school after being released from the facility. An examination of postrelease school attendance experiences in Chapter 1 N or D youth shows that one-half of the youth released from confinement in a correctional facility enroll in school after release. Black youth tend to enroll in school and to remain there at a higher rate than white or Hispanic youth.

Whether a student reenrolls correlates directly with age. All those under age 16 have to return to school, and most continue to attend school (at least over the short term). With increasing age, the rate of return decreases and the dropout rate increases.

Youth who receive prerelease training on how to enroll in school tend to reenroll at somewhat higher rates than those not receiving such services. Some 52 percent of the youth who receive the services return to school, compared with 39 percent of those who do not. Because younger inmates are more likely to receive these services, however, cause and effect relationships cannot be inferred.

Upon release, youth typically return to the same environment they knew before incarceration, that is, to the setting where they previously encountered problems. Most youth immediately return to their families; only a small fraction enter a formal transitional setting such as a group home or halfway house. Youth generally do not change their living arrangements during the first months after release, and when a change is made, the most likely reason is "to start a new life."

The postrelease professional support services that Chapter 1 N or D participants receive are those almost universally provided by the juvenile justice and adult correctional parole or other aftercare systems. Only about one-fourth of the youth receive any additional postrelease counseling such as professional and support services available in the community.

When they return to the community, virtually all the youth either obtain work or actively look for employment. At the time of their first postrelease interview, 67 percent of the Chapter 1 N or D youth reported having had a job. Over the 5 months between the first and second postrelease followup interviews, the proportion of released youth who were in the labor force increased. Three-fourths of the youth who were released prior to the fall of 1989 and were still in the community as of the spring 1990 interview had held at least one job. Participation in the labor force is much higher for released Chapter 1 N or D participants than for youth of similar ages in the general population as reported by the Bureau of the Census.

Youth who are successful at finding jobs tend to have jobs with low pay and low job stability. As would be expected given their limited education, they earn low wages; the average hourly wage was about $4.75. If these youth persisted in their work for 35 hours per week, this wage would produce an annual income of $8,645. By the second followup, 90 percent of the released youth who were working had held more than one job.

In the study's 10-month followup period, almost 40 percent of released youth had further problems with the law. During this period 10 percent of the released youth had been reincarcerated. Some 30 percent of those not reincarcerated reported some type of "problems with the law." Nearly half of these youth experienced problems serious enough to be arrested and brought to trial, beginning the route back to institutionalization.

# 1. INTRODUCTION

The Chapter 1 Neglected or Delinquent (N or D) program provides compensatory education services to eligible youth in state-operated correctional facilities. States reported that approximately 400 juvenile and adult correctional facilities were offering Chapter 1 N or D services as of October 1988. One-quarter of the residents in those facilities were participating in the program on a given day in October 1988. Under the ECIA Chapter 1 regulations*, correctional facilities operated to care for children who have an average length of stay of at least 30 days are eligible to receive Chapter 1 N or D funds. To receive Chapter 1 services a youth must (1) be under age 21, (2) lack a high school diploma, and (3) be enrolled for at least 10 hours a week in an organized program of instruction supported by nonfederal funds. State agencies and facilities administering the program often impose additional eligibility requirements, such as test scores and other achievement-based criteria, in order to target limited resources to the neediest youth.

## Purpose of the Longitudinal Study

In the fall of 1987 the U.S. Department of Education funded a national study of the Chapter 1 Neglected or Delinquent program. This was the first nationally representative study undertaken in a decade; it included descriptive, longitudinal, and effective education practice components. Five broad objectives were established for the overall study design:

1. To review existing information about characteristics of the juvenile population, the types of services provided by correctional institutions, and the effects of those programs;

2. To describe the educational and support services provided by state-operated Chapter 1 N or D programs and the characteristics of program participants, and compare program services and participant characteristics with regular education programs;

3. To provide information on state administration of the program;

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*This study was initiated and data collection was completed before revised regulations were issued in response to the Hawkins-Stafford Amendments of 1988.

4. To describe the experiences of Chapter 1 participants and compare the experiences of eligible youth who do not receive Chapter 1 services; and

5. To identify and describe effective practices in the Chapter 1 N or D program.

The longitudinal component of the study is the topic of this report. It examined the experiences of Chapter 1 N or D participants over time and particularly after release from the institution. The objectives for the longitudinal study were as follows:

- To describe the adjustment of Chapter 1 N or D participants upon release and their degree of success in reentering society;
- To describe the types of prerelease, liaison, and postrelease services that were provided to institutionalized youth by correctional institutions and the community; and
- To examine the relationship between variables such as Chapter 1 program services and institutional activities, student characteristics, and pre- and postrelease services and variables such as postrelease school enrollment, employment, commitment of subsequent offenses, and reinstitutionalization.

The study begun in 1987 is different in several respects from the study begun in 1976*; building upon the experiences of the earlier project. For example, in the current study, achievement tests were not administered to the surveyed youth as they had been in the previous study. In addition, followup activities in this study focused exclusively on youth who had received Chapter 1 services while in a correctional facility, whereas in the previous study, followup has included nonparticipants. The decision not to administer achievement tests accommodated concerns regarding the accuracy of such measures, given the varying levels of student ability and differences across correctional settings. In consultation with the project advisory panel and officials of the Department of Education, the decision was made to not identify and monitor a comparison group. Thus the longitudinal study was designed to be primarily descriptive, with limited analyses of the existence of significant relationships between dependent and independent variables.

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*In 1976, a 4-year congressionally mandated study of the Title I N or D program was sponsored by the precursor of the current U.S. Department of Education. Its objectives were to describe how the program operated; measure the educational impact of the program on student participants; identify the important characteristics of basic skills programs in correctional settings that demonstrated success, and identify factors that impede the realization of program objectives; describe the experiences of students after they are released from institutions; and provide models by which future evaluations could be conducted (Pfannenstiel and Keesling, 1980).

**Study Methods**

Baseline data for the longitudinal study were collected in conjunction with the descriptive data on Chapter 1 N or D participants in state-operated correctional facilities during site visits conducted at 38 facilities in spring 1989. Followup information was collected in the fall of 1989 and the spring of 1990, that is at two intervals of approximately 5 months following the baseline data collection.

Between March and May 1989, the study researchers visited a nationally representative sample of 38 facilities offering Chapter 1 N or D programs. The researchers gathered data on a representative sample of participants, data on eligible nonparticipants, and data on the facilities and their operation of Chapter 1 N or D programs. The sample of 670 Chapter 1 N or D participants, selected to provide descriptive study data, provided the baseline measures for the longitudinal study. Of the original sample of participants, 585 (87%) completed a baseline questionnaire about their family, education, employment, and correctional backgrounds. At that time the students were told of the longitudinal nature of the study and were asked to provide information that could be used to locate them for a telephone followup interview. Additional information regarding the sampled Chapter 1 N or D students was extracted from the correctional and educational records at the facility.

Telephone followup interviews were conducted in October and November 1989 and again in March 1990. The 585 Chapter 1 N or D youth who completed baseline questionnaires were eligible to be contacted for the first followup. At the time of the first followup, 55 percent of the eligible students were found to have been released from the sampled facilities; the remaining 45 percent of the students were either still at the original facility or had been transferred to another correctional institution in the state. Released students were located through information they had provided at the baseline interview and information provided by the correctional system. When located, they were questioned about the services they had received prior to and after their release as well as about their experiences since release. Youth still in correctional facilities were asked about the educational services they were currently receiving and their postrelease plans. Youth who completed the first followup interview were eligible for inclusion in the second followup. A limited number of students who could not be interviewed at the time of the first followup because the correctional facility in which they were incarcerated was in lockdown for the entire data collection period were retained in the study. Seventy-eight percent (459) of the

students who had completed a baseline questionnaire were retained after the first followup. This group represented 68 percent of the original sample.

The second and final telephone followup of the 459 remaining students occurred in March 1990. The tracking and interviewing procedures were similar to those employed for the first followup interviews. At the time of the second followup, 64 percent of the students who had participated in the baseline study had been released from the correctional system (including those who were reincarcerated). Four different interview instruments were used at the second followup, depending on the youth's prior and current status vis-a-vis the correctional system. Some 338 students were located and responded to the interview for the second followup. This number represented 74 percent of the total attempted and 50 percent of the original sample (of 670).

Students who were not interviewed during the two cycles of followup merit special mention. Three-quarters of all nonrespondents to the first followup were released youth who could not be located using the methods available to this study. In other words, the tracking information the students provided at the baseline interview was not effective and persons in the correctional system were unable to help locate them. Fully 16 percent of the 585 students in the baseline study were lost in this way at the first followup. In the second followup, failure to locate the youth was a less predominant reason for nonresponse (7% of all baseline students); the more limited field period (1 month versus 2 months) and actual refusals were more common reasons for nonresponse. The procedures for locating and interviewing students and the reasons for nonresponse are described in detail in Appendix A.

The data presented in this report have been weighted to represent the total population of students participating in Chapter 1 N or D programs as of spring 1989 (14,348 Chapter 1 participants). Weighting procedures and methods used to correct for nonresponse are described in Appendix B.

**Organization of this Report**

Chapter 2 of this report provides general information on the characteristics of incarcerated youth, particularly youth receiving Chapter 1 N or D services. Chapter 3 reviews the relationship of Chapter 1 N or D participants to the correctional system, including the reasons for

commitment, prior correctional history, length of incarceration, and experiences with the correctional system after release. Chapter 4 discusses the educational experiences of Chapter 1 N or D participants prior to, during, and after institutionalization. Chapter 5 examines the return of Chapter 1 N or D participants to the community. Chapter 6 focuses on the attitudes of these youth and the changes in attitude over time. The final chapter summarizes these findings and presents some conclusions.

## 2. CHARACTERISTICS OF INCARCERATED YOUTH

Chapter 1 N or D participants are part of the broader population of youth held in correctional facilities. This chapter begins with an examination of how institutionalized delinquent youth differ from nondelinquent peers of their age. The chapter first describes all youth held in facilities operated by the juvenile justice system. It then focuses specifically on youth receiving Chapter 1 N or D services.

### Youth in Correctional Facilities

Youth labeled as delinquent have been arrested and charged with committing a crime, but not all are confined to a correctional facility. Some delinquents are assigned a probationary period, during which their behavior is monitored by the court system. The range of offenses with which a youth may be charged is broad. They include status offenses, which are crimes by virtue of the age of the perpetrator; delinquent acts, which would be criminal if committed by adults; and acts which, by virtue of their severity, merit treatment of the youth as an adult. Delinquent youth manifest the following social and school behaviors different from those of their nondelinquent peers (Kane and Bragg, 1984):

- Delinquents are more than three times as likely to have repeated a grade in school as nondelinquents are;
- Eighty percent of delinquents have been suspended from school because of their behavior, compared with 30 percent of nondelinquents;
- Delinquents are almost three times as likely to have missed 15 days of school per year;
- Delinquents are five times as likely to work full time while attending school; and
- Delinquents are less likely to read well enough or use math well enough to earn passing grades.

Two studies by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Department of Justice provide information regarding youth in public juvenile facilities (Allen-Hagen, 1988; and Beck, Kline, and Greenfeld; 1988). When compared with data from the Bureau of the Census (Bruno, 1990), the demographic differences between the population of youth in juvenile facilities and youth of similar age in the general population are apparent. The OJJDP data indicate that 93 percent of the youth confined in facilities operated by the public juvenile system are male. They estimate that 53 percent of this population is white and 41 percent black; Hispanics of all races constitute 19 percent of youth held in juvenile facilities. By comparison, the Bureau of the Census reports that 14 percent of all youth ages 14 through 21 (for October 1988) in this country are black. OJJDP reports that 61 percent of youth in juvenile delinquent facilities are between the ages of 15 and 17, and their median education level is 8 years of school.

About 70 percent of the youth in juvenile facilities reported to OJJDP that they had not lived with both parents while growing up. Some 40 percent of the population within the juvenile justice system are being held for violent offenses; 60 percent report having used drugs regularly; and 40 percent were under the influence of drugs at the time of their offense. Almost 43 percent of the population of youth in public facilities for juveniles have been arrested more than five times.

The number of youth held in juvenile justice facilities is increasing. The OJJDP reports a census-day count of 53,503 youth confined in 1,100 public juvenile facilities in 1987, a 10 percent increase over the number reported just 4 years earlier. The OJJDP count includes youth held in long-term and short-term juvenile facilities operated by local and state governments. Thus this figure includes young people held in facilities that are not eligible to participate in Chapter 1 by virtue of their average length of stay. Some 25,000 of this total are in 560 state-operated long-term juvenile facilities that may be eligible for Chapter 1 funds. However, these counts of youth and facilities underrepresent the population eligible for Chapter 1 N or D because they do not extend to the adult correctional system.

**Chapter 1 N or D Students within the Correctional System**

Significant characteristics of the N or D population in correctional facilities include the following:

- Although the number of youth residing in facilities operated by the juvenile justice system has increased over the past decade, the number of Chapter 1 N or D participants being served on a given day has decreased;
- Chapter 1 N or D participants are demographically similar to all youth in juvenile justice facilities;
- A larger proportion of Chapter 1 N or D youth are black, come from nontraditional family settings, and have learning disabilities than do youth in the general population;
- Three-quarters of Chapter 1 N or D participants in correctional facilities are in facilities for juveniles (their average age is 17); and
- One-quarter of program participants are in adult correctional facilities (their average age is 20).

Data reported by a representative national sample of facilities indicate that only 75 percent as many youth were estimated to be participating in Chapter 1 N or D on a given day in the fall of 1988 as were estimated to be participating on a given day in the fall of 1976. Among state agencies participating in the N or D program, 60 percent of state-operated juvenile facilities and 30 percent of state-operated adult correctional facilities have Chapter 1 N or D programs. An estimated 85 percent of the inmates of facilities for juveniles are eligible to participate in Chapter 1 N or D and 43 percent are being served on a given day. Comparable figures for adult facilities are 31 percent eligible and 3 percent of inmates served.

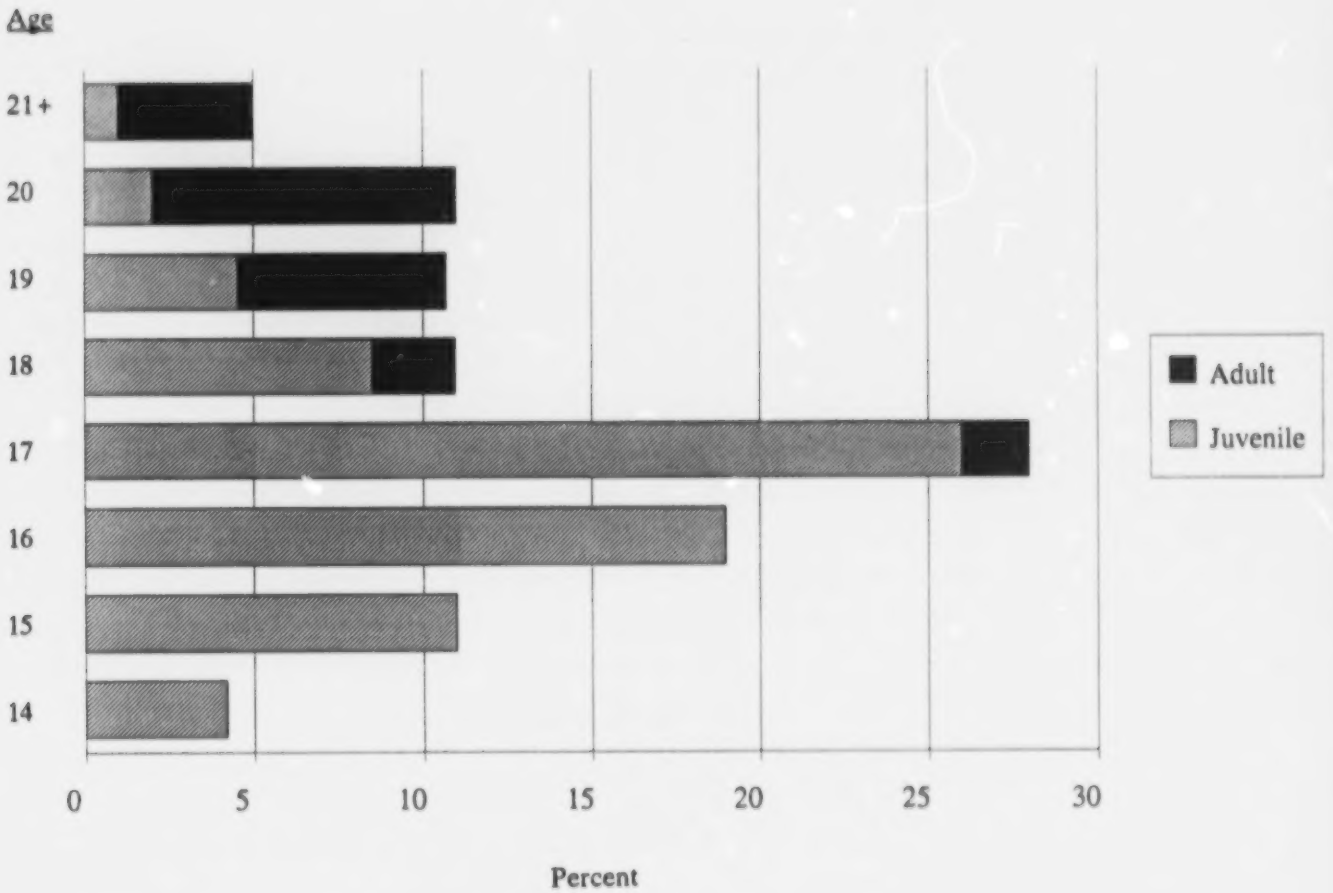
The profiles of Chapter 1 N or D participants and eligible nonparticipants show few differences between the two groups in terms of educational attainment, demographics, attitudes, experiences with the criminal justice system, or plans for the future. The typical student eligible for Chapter 1 N or D, regardless of participation status, is male (92%), and 55 are black. The average age of eligible students is 17. Equivalent proportions (42% and 40%, respectively) of eligible participants and nonparticipants were enrolled in school at the time of commitment. Participants and nonparticipants plan to return to school after release in equal numbers.

Chapter 1 N or D participants in correctional facilities differ from the typical youth of similar age in society at large in a variety of ways. For example, while the highest grade most often completed by the nation's 17-year-olds is grade 12, for 17-year-old Chapter 1 N or D participants it is grade 9. Moreover, 42 percent of Chapter 1 N or D youth were not attending school at the time of commitment to the correctional system. Another difference between these youth and the general population is their living arrangements. Only 26 percent of Chapter 1 N or D participants were living with both parents at the time they entered the correctional system. Living arrangements similar to this are characteristic of youth in poverty but not of the population as a whole (National Center for Education Statistics, 1988). Chapter 1 N or D youths' most common living arrangement prior to commitment was with the mother only (43 percent); 26 percent resided in two-parent households and another 12 percent were living with some other relative. Psychological and other counseling staff reports in the youths' case folders often cite the lack of a father figure, or male role model, as a serious problem to be dealt with during rehabilitation or treatment.

As already noted, two types of correctional facilities and facilities for neglected youth receive Chapter 1 N or D funds. Nearly three-quarters of the recipients in correctional facilities on a given day in fall 1988 were in facilities for delinquent youth; the remainder were in adult correctional facilities. This relative distribution of participants is similar to that reported for 1976, shortly after the program was extended to adult settings. This distribution across types of facilities provides important descriptive information for the program. Not only do the two types of facilities themselves tend to be different in terms of organization and operations, but the students served by Chapter 1 and the services provided to these students are quite different across the two settings.

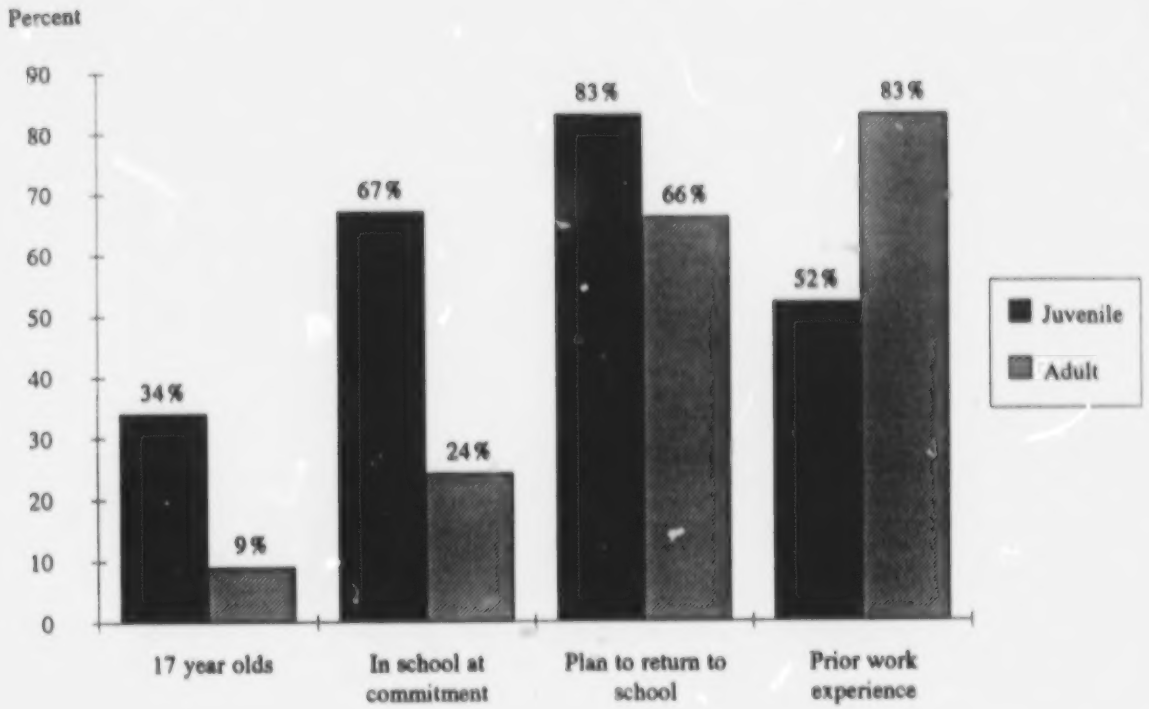
As mentioned, the average age of Chapter 1 N or D students in facilities for juveniles is 17 compared with 20 among participants in adult correctional facilities. This age differential, illustrated in Figure 2-1, translates into differences in several other characteristics, illustrated in Figure 2-2. Only 33 percent of Chapter 1 N or D students in juvenile delinquent facilities had <u>not</u> been in school at the time of their most recent commitment, versus 76 percent among those in adult correctional facilities. Chapter 1 N or D youth in adult facilities have been at the facility longer and have longer sentences to serve than do those in facilities for juveniles. The employment histories of adult offenders also differ from those of youth in facilities for juveniles. Some 83 percent of the Chapter 1 N or D participants in adult correctional facilities have work experience, compared with 52 percent of the younger population in juvenile facilities.

Figure 2-1. Distribution of Chapter 1 N or D Students by Age and Type of Facility




SOURCE: Baseline student questionnaire

Figure 2-2. Characteristics of Chapter 1 Youth in Juvenile and Adult Facilities




SOURCE: Baseline Student Questionnaire

The educational environment was found to differ in many respects across the two settings, not the least of which is the relative priority given to education in comparison with the correctional and other rehabilitative priorities faced by the facilities. Education budgets represent a higher proportion of the total budget in juvenile facilities. Education staff and other categories of staff providing treatment services are much more in evidence in facilities for youth than in adult correctional facilities. Also, youth in facilities for juveniles have much higher participation rates in education programs than do youth in adult correctional facilities.

Enrollments in the education programs illustrate differences in emphases in the two settings. Almost all Chapter 1 N or D participants in facilities for youthful offenders take academic classes similar to those in high school; about half are also enrolled in vocational education classes. Enrollments in adult correctional facilities are less concentrated in academic classes. There, higher proportions of Chapter 1 students take GED preparatory and adult basic education classes.

Chapter 3 examines the correctional system experiences of students participating in Chapter 1 N or D programs.

## 3. EXPERIENCES OF CHAPTER 1 N OR D YOUTH WITH THE CORRECTIONAL SYSTEM

Youth in facilities for the neglected, or in juvenile or adult correctional facilities may be eligible to receive Chapter 1 N or D services. Only 5 percent of program participants are in facilities for neglected youth; the remainder are in juvenile delinquent facilities or adult correctional facilities. The population examined for the longitudinal study of Chapter 1 N or D focused exclusively on youth in juvenile and adult correctional facilities. This chapter provides a profile of these youth in the context of the correctional environment in which Chapter 1 N or D operates. It discusses the following topics:

- The reasons the program participants are in correctional facilities and their prior experiences with the correctional system;
- The youths' experiences with counseling and other types of professional supervision prior to incarceration;
- The youths' length of stay and mobility within the correctional system;
- The postrelease services provided to youth by the correctional system; and
- The extent to which Chapter 1 N or D participants have problems with the law after release.

Highlights of the findings discussed in this chapter are these:

- **Three-quarters of Chapter 1 N or D participants are in facilities operated by the juvenile justice system; the remainder are in facilities operated by the adult correctional system.**
- **The current commitment is the first commitment to the correctional system for half of the Chapter 1 N or D participants. The half previously institutionalized, on average, had one prior commitment.**
- **The average length of stay has increased substantially since the last evaluation of the Chapter 1 N or D program.** A decade ago, the average length of time between sentencing and release was 6 months; in 1989-90 it was 11 months. Typically, in 1989-90 youth spent 13 months in the sampled Chapter 1 N or D facilities. Because most corrections education programs operate nearly year round, Chapter 1 N or D has more time with these youth than is available during the course of a public school academic year.

- **Educational services are interrupted when youth are moved from facility to facility.** Youth who experience higher rates of interfacility transfers are more likely to stop taking classes during their incarceration. Four out of ten youths experienced at least one transfer during the study's 10-month field period.

- **The postrelease professional support services Chapter 1 N or D youth receive are the services provided by the juvenile justice or correctional system.** Only those very few who have served a full sentence are discharged without some point of contact. The actual level of support provided by aftercare officers varies from in-person sessions several times a week to a phone call once a month. Twenty-five percent of the released youth see counselors other than a parole or probation officer.

- **During the 10 months between the youths' first and final interviews, one-third of released youth had further problems with the law.** Chapter 1 N or D recipients released from juvenile facilities are more likely to report such problems than are youth released from adult facilities. The incidence rate increases as the time between release and reinterview lengthens.

### Reason for Commitment

The Department of Justice reports that 94 percent of the inmates of public juvenile facilities are being held for juvenile offenses; the remainder are held for status offenses and other nondelinquent reasons. In line with changes in federal correctional policies pertaining to status offenders, the proportion of youth being held because of status offenses has been steadily declining; it is now half of what it was at the time of the last national evaluation of the Chapter 1 N or D program.

Chapter 1 N or D participants held in facilities operated by the adult correctional system are there because they have committed an offense of a type deemed criminal (versus delinquent). Offenses are characterized as criminal by virtue of the offender's being of adult age under state law or by virtue of the seriousness of the crime regardless of the youthful offender's age. State laws vary as to the age at which offenses are treated as criminal versus juvenile; 18 is the cutoff in most states, but in some it is as low as 16.

The nature of the crimes leading to incarceration of youth has changed since the last evaluation of the Chapter 1 N or D program (Pfannenstiel and Keesling, 1980). That study indicated that half of the Chapter 1 N or D participants had been incarcerated for having

committed crimes against persons. Today, 40 percent of Chapter 1 N or D participants in correctional facilities have been institutionalized for having committed crimes against persons. Crimes against property (34%) are the next most common reason for incarceration of these youth. Crimes against persons encompass crimes technically classified by the U.S. Department of Justice as nonviolent, such as manslaughter, simple assault, and sexual assault, and those classified as violent, such as murder, forcible rape, robbery, and aggravated assault. Lesser crimes against property include vandalism, fraud, stolen property, and unauthorized use of a motor vehicle; more serious crimes against property are burglary, arson, theft, and motor vehicle theft. Drug offenses were reported as the primary reason for institutionalization in 11 percent of the cases (up from the 7% reported in 1979). Status offenses (such as truancy) and other offenses (possession of a weapon, driving under the influence, and violation of probation/parole) account for the remaining 14 percent.

Table 3-1 summarizes the primary and secondary reasons for commitment as found in the records of Chapter 1 N or D youth reviewed for this study. The table illustrates that youth in adult facilities are more likely than those in juvenile facilities to be institutionalized for having committed crimes against persons and are more likely to have committed crimes classified as violent offenses. The primary reason for incarceration of youth in facilities for juvenile delinquents is nearly equally divided between crimes against persons and crimes against property.

For 46 percent of these Chapter 1 N or D youth, their current commitment is their first; 26 percent have had one prior commitment, and the rest have had more than one. These data must be interpreted with caution, however, because juvenile offenses do not appear in the records of the adult correctional system. Among youth in juvenile facilities, the average number of prior commitments recorded within the juvenile system records is 1.2, while the average number of prior commitments recorded in the records of those in the adult system is 0.9. Typically, for those incarcerated in facilities for juveniles, the youth's first involvement with the juvenile justice system was at age 13. Records maintained by the adult facilities show 17.5 to be the average age for first involvement with the criminal justice system. In its Survey of Youth in Custody (Beck, Kline, and Greenfeld, 1988), OJJDP reported that, among youth with prior violent offenses, nearly half had been arrested six or more times and three-fifths had prior commitments to correctional facilities. The same study concluded that a history of violence appears to be related to recidivism.

Table 3-1. Current Reasons for Commitment of Chapter 1 N or D Youth, by Type of Facility

| | (Percent) | | |
|---|---|---|---|
| | Adult (n=3,305) | Juvenile (n=10,479) | Total (n=13,784) |
| **Primary Reason for Commitment** | | | |
| Crimes against property: | | | |
| Burglary, larceny, auto theft, fraud, arson | 32% | 35% | 34% |
| Crimes against persons: | | | |
| Robbery | 19 | 9 | 11 |
| Assault, battery, sexual assault, rape | 17 | 25 | 23 |
| Homicide, manslaughter | 12 | 4 | 6 |
| Drug offenses | 13 | 10 | 11 |
| Neglected | 0 | (a) | (a) |
| Status offense | 0 | 4 | 3 |
| Other | 8 | 12 | 11 |
| Total | 101% | 99% | 99% |
| **Secondary Reasons for Commitment** | | | |
| Crimes against property: | | | |
| Burglary, larceny, auto theft, fraud, arson | 26% | 24% | 25% |
| Crimes against persons: | | | |
| Robbery | 13 | 5 | 6 |
| Assault, battery, sexual assault, rape | 14 | 15 | 15 |
| Homicide, manslaughter | 1 | 1 | 1 |
| Drug offenses | 14 | 16 | 16 |
| Neglected | 6[b] | 3 | 4 |
| Status offense | 4[b] | 14 | 12 |
| Other | 22 | 21 | 21 |
| Total | 100% | 99% | 100% |

SOURCE: Student Record Abstract.

[a]Less than 0.05 percent.

[b]Juveniles whose primary reason for commitment is criminal.

Note: Some columns do not add up to 100 percent because of rounding.

### Experiences Prior to Commitment

Many Chapter 1 N or D students have received behavior-related and other support services while in the community at some time prior to their incarceration. The data indicate that youths' experiences varied little according to the type of facility in which they were held. The forms of services most often reported in the students' records are those related to the correctional system. Probation is the most frequently reported prior experience, with 57 percent of the Chapter 1 N or D population having been on probation at some point. Parole is reported for 7 percent of the students, and some other type of corrections supervision for 37 percent.

Administrators of the facilities in the study noted that youth with known physical and mental disabilities tend to be assigned to special facilities for the handicapped rather than being mainstreamed with the general delinquent population. (Such special facilities are eligible for Chapter 1 N or D funds/programs and two facilities for juveniles with emotional problems or mental disabilities were among the 40 facilities selected into the study sample. Chapter 1 N or D participants have been identified as much more likely to have disabling conditions than do youth in the general population. One or more disabling conditions appear in the facility's records for just under half of the Chapter 1 N or D students. The records indicate that 20 percent of Chapter 1 N or D youth have an emotional disturbance, and 17 percent are identified as having a specific learning disability. By comparison, the National Center for Education Statistics (1988) reports that 11 percent of all students age 3 to 21 who were enrolled in school in 1986-87 had one or more disabling conditions, and learning disabilities were reported for 5 percent of all enrollment. The correctional facility records indicate that mental health counseling and admission to a mental health facility are among the services provided to youth before they entered the Chapter 1 N or D program in the sampled facility.

### Length of Incarceration and Mobility Within the System

The length of time a student is able to receive Chapter 1 N or D services is influenced by several factors. The most obvious is the period of time the youth is incarcerated in participating facilities. Youth often begin their incarceration in some short-term detention facility while they await trial, undergo evaluation, or otherwise await assignment to a long-term facility. Chapter 1 services are seldom provided during this period of detention. Once permanent assignment is

made, youth may still be transferred from facility to facility within the correctional system. Such transfers are not a new phenomenon, and they serve a variety of purposes. As overcrowding becomes more of a problem, however, inmates are transferred more often. In the case of school-age youth, each such transfer involves some interruption of educational services. If a youth is transferred from a facility where he or she was participating in Chapter 1, these services may not be resumed at the receiving facility. The receiving facility may not offer Chapter 1, or the eligibility criteria may differ from those at the sending facility. If school attendance is not compulsory and a youth elects a work program when entering the new setting, educational services may be broken off altogether.

The total period of institutionalization establishes the outside limits for provision of Chapter 1 services. Because not all sampled youth had been released from custody by the end of this study's data collection period, it is not possible to pinpoint a nationally representative average length of time Chapter 1 N or D youth are institutionalized. During the 10 months for which youth were monitored under this study, 68 percent had been released. Among released students, 13 months elapsed between the date of court sentencing and release; 11 months elapsed between the date of entry to the sampled correctional facility and the date of release from the correctional system. At the end of the 10-month study period, 19 months on average had elapsed since youth remaining incarcerated had been admitted to a sampled facility; an average of 26 months had elapsed since these youth had been sentenced. If this population were to be monitored until all youth had been released, the average length of incarceration estimated for Chapter 1 N or D participants would continue to increase.

The experiences of those in facilities for juveniles and adults should be examined separately, because they are very different. At the conclusion of the 10-month data collection period, 71 percent of Chapter 1 N or D participants in juvenile delinquent facilities had been released, versus only 41 percent of those in adult correctional facilities. Among youth in facilities for juveniles, the elapsed time between sentencing and release average 13 months, and the time between entry to the sampled facility and release averaged 11 months. Comparable figures for those released from adult correctional institutions were 16 and 12 months, respectively (Table 3-2).

Youth remaining incarcerated across observation points were traced through the correctional system in order to conduct interviews. Although most of the youth were always found at the same facility where they had been originally interviewed, one-quarter were located in

Table 3-2. Length of Stay in Months, by Release Status and Type of Facility

| | Juvenile | Adult | Total |
|---|---|---|---|
| Months since sentencing: | | | |
| Released youth | 13 | 16 | 13 |
| Still incarcerated | 24 | 28 | 26 |
| Months since admission to sampled facility: | | | |
| Released youth | 11 | 12 | 11 |
| Still incarcerated | 17 | 20 | 19 |

*Months since sentencing: released adults (n=840), released juveniles (n=5,426); months since admission: incarcerated adults (n=1,383), incarcerated juveniles (n=1,981).

Table reads: Thirteen months on average had elapsed between court sentencing and release from the correctional facility among youth released from juvenile facilities.

SOURCE: Student Record Abstract, First and Second Followup Questionnaires (Versions A and B).

at the same facility where they had been originally interviewed, one-quarter were located in different institutions. No effort was made to document the number of facilities in which individual youths had been incarcerated between observations. However, it is possible to obtain some understanding of mobility within the system by examining where the incarcerated youth were at each observation point.

Very little mobility was recorded between the baseline and first followup interview (5%) for those Chapter 1 N or D youth in the juvenile system who were released after the first followup interview, but half of those in the adult system who were released after their first interview had moved between the baseline and first followup interview. Additional mobility is seen when the experiences of youth incarcerated for the entire study period are examined. Although 60 percent were interviewed at a different facility at the time of each observation, 20 percent of the youth were interviewed at a different facility at the time of each observation. The remainder experienced some intermediate level of mobility. Among youth remaining institutionalized over the extended observation period, there is evidence that youth in juvenile facilities experienced somewhat greater movement than those in adult facilities. This mobility is not without its effects. The youth who were known to have been in at least three facilities during the course of the study

were the least likely of all youth remaining incarcerated to be still participating in an education program at the final interview.

As noted previously, inmates are often moved from one facility to another in order to alleviate overcrowding. Transfers may also occur as a means of dealing with changes in behavior, for example, violent youth are transferred to facilities with greater security. Our data suggest this may be the reason for transfer more often in juvenile facilities than in adult facilities. Youth in adult facilities were unavailable to be interviewed because they were in lockup more often than was the case with youth in juvenile facilities. Whether educational services are received during lockup depends on the administrative practices of the facility and the seriousness of the offense.

### Aftercare Status and Experience

The transition from the correctional facility back into community life is recognized as an important period for institutionalized youth. One means of assisting in this transition is to continue to provide some form of contact with the correctional system or some other form of aftercare service. The extent to which the facilities themselves can be expected to take a role in this transitional period varies with the facility's proximity to the community into which the youth is released, the legal limitations some states impose on contact with juveniles after leaving the facility, and by the availability of funds and staff to perform postrelease liaison functions.

Nearly all the Chapter 1 N or D students who were released during the followup period were required to check in regularly with an officer of the court, a parole officer, or a probation officer.* Most Chapter 1 N or D participants do not serve the full term of their sentence but are released under the conditions of the juvenile justice system or otherwise. Among the few discharged directly and not assigned a parole or probation officer, one-third reported being required to see some other type of counselor regularly.

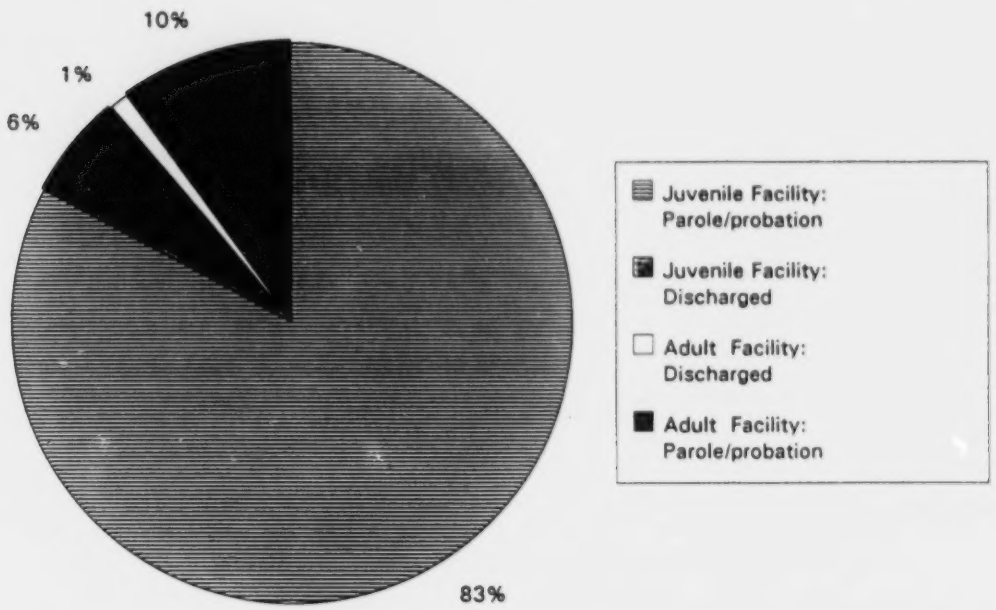
Figure 3-1 illustrates the proportions of youth released from the juvenile and adult systems who were required to report to a parole or probation officer or discharged directly. Youth

---

*The terms parole and probation tend to be used interchangeably by the released youth. Technically, those on probation report to an aftercare officer who is employed by the court system; those on parole report to an officer employed by the Department of Corrections, in accordance with which system made the decision for release.

on probation and parole also see counselors other than aftercare officers within the correctional system. These support services are discussed later.

Figure 3-1. Aftercare Status of Released Chapter 1 N or D Youth at Time of Release, by Type of Facility




SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A)

NOTE: The data reflect status of youth at the time of their first interview after release, regardless of whether this occurred during the study's first or second cycle of followup interviews. The same questions were asked of youth at their first postrelease interview during both followup cycles.

The average expected probation or parole period reported by Chapter 1 N or D participants released during the study was 11 months. These aftercare periods are approximately evenly divided among 6 months or less, 7 months to a year, and more than 1 year. Postrelease experiences affirmed these expectations. By the second observation, 40 percent of those placed on probation were no longer seeing their aftercare officers, and 32 percent of those on parole were no longer contacting their parole officers. By the second observation period, however, one-fourth of

those not seeing a counselor other than a parole or probation officer at the first interview reported having seen one since that time.

Some aftercare officers were key participants in locating and arranging for interviews with Chapter 1 N or D youth after their release. They provided contact information or actually scheduled the youth to be interviewed in conjunction with a planned visit. Aftercare officers informally reported being pressed to handle more youth than they would like in order to provide adequate services. Forty-one percent of the youth in the study reported they were required to contact their aftercare officer only once a month or less; 19 percent reported being in contact two or three times a month; 40 percent reported being in contact weekly or more often. The frequency of contact and length of time these youth are required to report to a parole or probation officer undoubtedly influence the extent to which the youth are assisted in making a positive transition. Not all youth required to stay in touch with an aftercare officer do so. In fact, there is some correlation between the students lost to the study during followup and those lost to the aftercare system prior to the completion of a parole or probationary period. The methodological appendix to this report provides some observations regarding such youth.

**Offenses After Release and Recidivism**

Secure detention and the physical well-being of inmates are important concerns of correctional facilities. So is rehabilitation. Education is one of several rehabilitation services provided to institutionalized youth. Many argue that education is the most effective tool for achieving rehabilitative goals for these young people. One measure of success of the total rehabilitation program of correctional facilities is youths' ability to avoid further problems with the law after release.

At the first interview after release from confinement, 16 percent of Chapter 1 N or D participants reported having had some problem with the law since their release. On average, those reporting postrelease encounters with the legal system had been released slightly longer than those reporting no problems (17 weeks versus 14 weeks prior to the interview). Furthermore, even within the relatively short 10-month observation period, the incidence of problems with the law was found to increase as the length of time students had been out of the facility increased. At the time of the second postrelease interview, youth could be divided into two categories, those still

living in the community (92%) and those reincarcerated. However, 27 percent of those still in the community did report having had additional problems with the law during the time between interviews. At both observation periods, the encounters reported to us were generally serious enough to result in arrest, with charges being filed and the youth brought to trial in about half of these cases (Table 3-3).

The spring 1990 followup interview cycle also included students who had been released since the fall 1989 followup but who had been reincarcerated in the intervening time. These youth represented 8 percent of those released at the time of the first followup and 3 percent of the total population being studied -- a relatively small number of the Chapter 1 N or D participants in the study.

The next chapter examines the educational history of Chapter 1 N or D participants, their experiences with the educational system while incarcerated, and their education after release from the correctional facility.

Table 3-3. Percent of Chapter 1 N or D Participants Released Before Fall 1989 Who Reported Having Problems With the Law

| | |
|---|---|
| Had problems with the law (n = 5,501) | 27% |
| Among those indicating problems with the law: | |
| Kinds of problems with the law (n = 1,366)[a] | |
| Traffic offenses | 37 |
| Theft/other property crimes | 25 |
| Alcohol possession/drinking | 18 |
| Disorderly conduct/resisting arrest | 16 |
| Assault/battery | 10 |
| Curfew violation | 7 |
| Drug-related offenses | 6 |
| Trespassing/loitering | 4 |
| Armed robbery | 4 |
| Was arrested by police (n = 1,286) | |
| Yes | 63 |
| No | 37 |
| Of those arrested: | |
| Had formal charges filed (n = 809) | |
| Yes | 78 |
| No | 22 |
| Of those formally charged: | |
| Brought to trial (n = 630) | |
| Yes | 75 |
| No | 5 |
| Pending | 20 |

SOURCE: Second Followup Questionnaire (Version C).

[a]More than one response was possible.

## 4. EDUCATIONAL EXPERIENCES

Chapter 1 N or D services are available to institutional youth under age 21 who do not have a high school diploma or its equivalent. The program is intended to supplement other educational services provided to youth; thus youth must be enrolled in an organized education program for at least 10 hours a week to be eligible for Chapter 1 N or D. This chapter focuses on the education of these youth, including:

- The educational status of youth at the time they enter the correctional system and their educational accomplishments prior to that time;
- The education and related services received by institutionalized youth, based on the services students in the study were receiving when first observed in spring 1989;
- The continuity of participation in education programs among institutionalized youth, based on followup interviews with youth who continued to be incarcerated over the 10 months after the spring 1989 observation;
- The educational plans and expectations of Chapter 1 N or D participants; and
- The educational experiences of Chapter 1 N or D participants after they are released from the correctional system.

Key findings that are presented and discussed in this chapter include the following:

- **Chapter 1 N or D is serving two distinct groups of youth in juvenile delinquent and adult correctional facilities**. Two-thirds of Chapter 1 N or D participants in juvenile facilities are continuing the education they were receiving prior to their incarceration, whereas only one-quarter of Chapter 1 N or D participants in adult facilities are continuing their education.
- **School dropout rates are higher for these Chapter 1 N or D participants than for the general population.** Institutionalized 16- and 17-year-olds are four times as likely to have dropped out of school as are youth of the same ages in the general population. The large percentage of former dropouts served by Chapter 1 N or D suggests how different the Chapter 1 N or D program is from the Chapter 1 basic grants program in regular public schools.
- **The educational services received by incarcerated youth reflect the age differential of youth across juvenile and adult facilities.** Most inmates in juvenile facilities are taking academic programs similar to high school programs; inmates of adult facilities tend to be taking programs focused on job

programs; inmates of adult facilities tend to be taking programs focused on job skills and job readiness. Adult inmates receive more hours of Chapter 1 and fewer hours of other types of instruction per week than do juvenile detainees.

- **Inmates in juvenile facilities are taking classes because they are required to do so, whereas those in adult facilities have elected to do so.**

- **Transition into and out of correctional education programs is limited.** Although few do so, Chapter 1 N or D participants in adult facilities are more likely to stop taking classes while incarcerated than are Chapter 1 N or D participants in juvenile facilities.

- **Only 15 percent of Chapter 1 N or D participants receive high school diplomas or a GED while in the correctional education system.** Half of the participants are probably too young; for the older participants, the low grade level at which most are performing in combination with the long length of time spent in the correctional system may be the explanation.

- **Most Chapter 1 N or D participants expect to return to school after release.** Those in juvenile facilities, that is, the younger program participants, are more likely to have plans to reenroll than are youth in adult correctional facilities.

- **Half of Chapter 1 N or D participants enroll in school after release.** Participants of compulsory school age tend to reenroll in school, while older ones tend not to reenroll.

- **Inmates receiving prerelease services on how to find education and training services or how to enroll in school tend to reenroll at a considerably higher rate (52 percent) than those not receiving such services (39 percent). Younger inmates are more likely to receive these school-related transitional services than their older counterparts.**

### Background and Achievement of Chapter 1 N or D Participants

The Chapter 1 N or D legislation specifies the N or D program's purpose, defines the target population, and sets the boundaries of the services to be offered to meet this population's needs. The purpose, the target population, and the needed services under Chapter 1 N or D differ significantly from those of Chapter 1 basic grants. Whereas the majority of students and the majority of schools involved in basic grants are at the elementary level, Chapter 1 N or D is targeted to secondary-level programs and to youth whose age peers are secondary-school students.

Sixty-percent of the Chapter 1 N or D participants were enrolled in school at the time of their commitment to the correctional system. For these youth, the education-related services

they receive while institutionalized serve to replace the schooling they are missing because of institutionalization. The remaining 40 percent of Chapter 1 N or D participants were not in school at the time of their most recent commitment to a correctional facility, so incarceration has not interrupted their regular schooling. This is particularly the case among those in adult correctional facilities, where three-quarters of the Chapter 1 N or D participants were not in school at the time of commitment. As Figure 4-1 indicates, there is a steady decline in preinceration enrollment among these youth based on age, with relatively few over 18 having been in school.

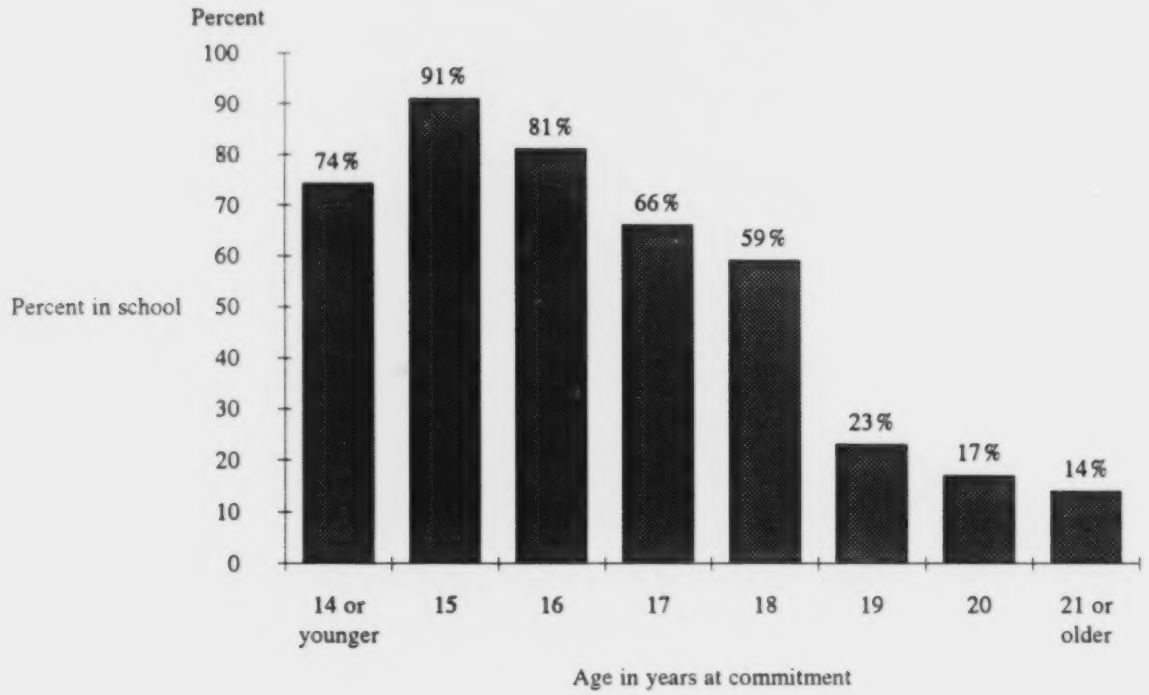
The population served by Chapter 1 N or D is different in several important ways from the general population as well as from the population served by Chapter 1 basic grants. Chapter 1 N or D participants have school attendance patterns quite different from those in the general population. The Census Bureau reported for October 1988 that 9 percent of the U.S. population age 14 to 21 were high school dropouts (Figure 4-2), contrasted with 52 percent of Chapter 1 N or D participants. The differences are less extreme among the younger people than among the older ones. However, even among the youngest segment of this cohort, dropouts are much more highly represented in N or D programs than in the general population. The large percentage of dropouts that the N or D program serves means that it differs significantly from the Chapter 1 basic grants program, where participants are progressing through the regular secondary-school program.

Because so many participants in adult institutions were not in school at commitment, the highest grades completed by participants in juvenile and adult facilities are quite similar, despite the age differential. Participants in juvenile facilities reported completing a mean of 8.7 years of school, compared with a mean of 9.2 years for participants in adult facilities.

Despite the fact that they were performing several years below the grade level for most youth their age in the last school they attended, 60 percent of these youth reported that they were doing "very well" or "pretty well" in school before entering the facility. The remaining 40 percent provided a negative evaluation of performance. Participants in facilities for juveniles and in adult correctional facilities provide similar assessments of their performance.

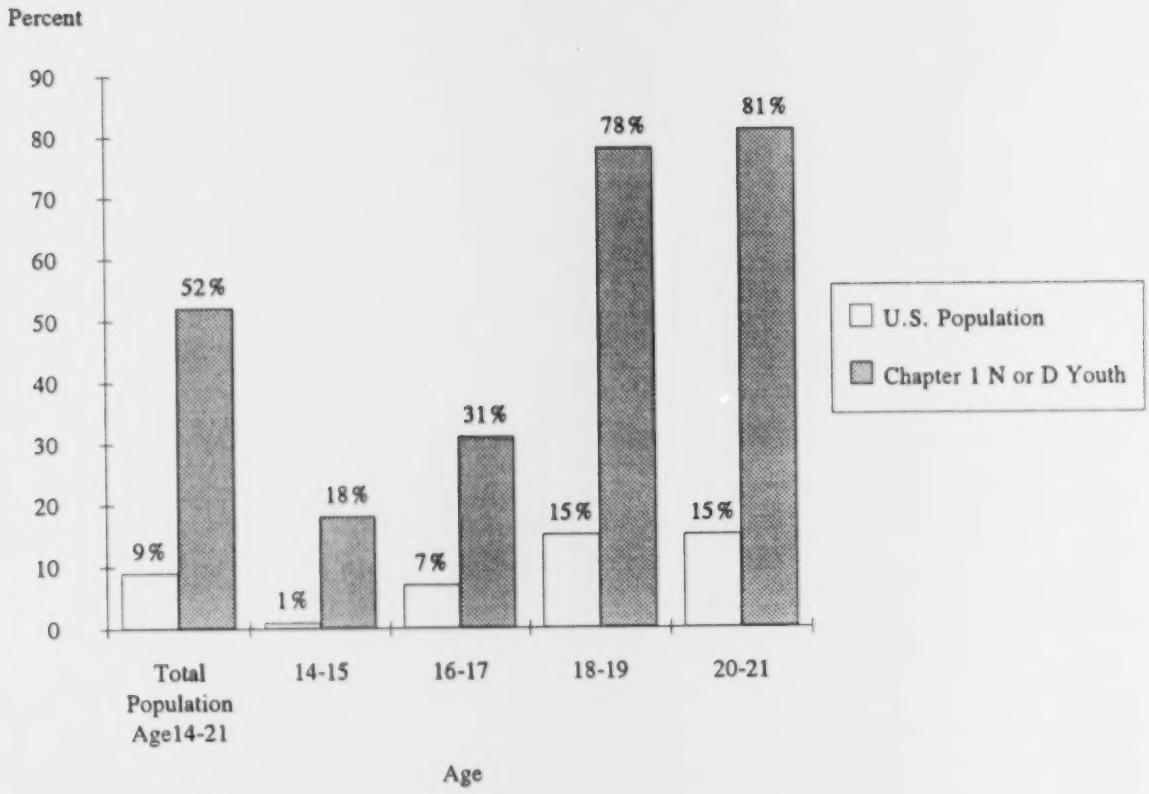
Identifying actual levels of achievement on the basis of facility records proved impossible in this study. Although standardized achievement tests are administered to incoming

Figure 4-1. Percent of Chapter 1 N or D Youth in School at Time of Commitment by Age




SOURCE: Student Record Abstract and Baseline Student Questionnaire

Figure 4-2. Percent of Dropouts in General U.S. Population Compared with Percent of Dropouts Among Chapter 1 N or D Participants




SOURCES: "School Enrollment - Social and Economic Characteristics of Students: October 1988 and 1987" and Student Record Abstract

NOTE: The data include a small number of youth under age 14 and over age 21 who receive Chapter 1 N or D services.

youth at most facilities, the tests used vary widely. Students' records that include such information often maintain it in a form that precludes meaningful aggregation. Educators at the facilities emphasize that the results of tests given during stays at detention facilities or shortly after arrival at a new facility should be viewed with caution, because the stress of the circumstances may affect performance.

Many Chapter 1 N or D participants have been to more schools than the standard sequence of elementary, middle school, and high school would require. Forty-four percent have attended six or more schools since first grade and 30 percent have attended four or five schools; the rest have changed schools fewer than three times since the first grade (the minimum number of changes to be expected given the typical sequence).

**Educational Services Received by Chapter 1 N or D Participants**

Eligibility requirements for Chapter 1 N or D include the provision that participants must be enrolled at least 10 hours a week in an organized instructional program supported by nonfederal funds. This section describes how Chapter 1 instruction fits into the overall course-taking patterns of Chapter 1 N or D students. The patterns are quite different across juvenile and adult facilities. This discussion is based on information reported by the students themselves and abstracted from class schedules at the time the sample was selected and baseline data were collected.

Chapter 1 supplements academic coursework for 90 percent of Chapter 1 N or D participants in juvenile facilities. The remainder do not take academic classes. In these facilities, the minimum federal requirement of 10 hours of instruction per week is exceeded by academic courses (15 hours per week is received on average). In addition, half of the Chapter 1 participants in juvenile facilities are enrolled in vocational classes for an average of 10 hours per week. These data illustrate how the education program of Chapter 1 participants in the juvenile correctional system is similar to that of the regular accredited high school program. Youth in juvenile facilities are much less likely to be enrolled in an equivalency program than are their older counterparts in adult facilities. Only 20 percent of Chapter 1 N or D participants in juvenile facilities take GED preparation classes; even fewer are in adult basic education classes.

Academic enrollment is less pervasive in adult correctional facilities, where course taking appears to be more pragmatically oriented. Only half of Chapter 1 participants in adult correctional facilities are enrolled in academic classes, and they spend fewer hours per week in these classes (12 on average) than do participants in juvenile settings. The proportion of Chapter 1 N or D participants taking vocational classes is slightly lower in adult correctional facilities (40 percent) than in juvenile facilities (50 percent). Once enrolled, however, youth in adult facilities receive more hours of vocational instruction on average (16 hours per week) than do youth in juvenile settings (10). Half of the Chapter 1 participants in adult facilities take GED preparatory classes (for an average of 8 hours per week), compared with 20 percent of the Chapter 1 youth in facilities for juveniles, who take an average of 4.5 hours of GED classes per week. The higher enrollment and greater number of hours scheduled per week in GED preparatory classes in adult facilities reinforce the differences between the program in the two settings.

Some 72 percent of the Chapter 1 N or D participants take Chapter 1 reading or language arts classes, and 50 percent receive Chapter 1 mathematics instruction. While similar proportions of youth are enrolled in the different types of classes across juvenile and adult facilities, students in adult correctional facilities receive more hours of Chapter 1 instruction per week than do those in facilities for juveniles. Reading classes are scheduled on average for 8 hours per week in adult facilities and 5 hours per week in juvenile facilities. Chapter 1 N or D youth in juvenile and adult facilities are scheduled, respectively, for 5 and 6 hours per week of Chapter 1 mathematics instruction.

At the first interview after their release from a correctional facility, youth were asked whether they had received either a high school diploma or GED certificate while institutionalized. The proportion of Chapter 1 N or D participants reporting this accomplishment was the same among those in juvenile and adult correctional facilities -- 15 percent. (The data do not allow us to differentiate between diploma and GED). With few exceptions, these youth did not continue their education by enrolling in school after release.

### Continuity of Participation in Education Programs During Incarceration

Whereas youth outside correctional facilities may choose to drop out of school, those attending school within the juvenile system are generally not allowed to do so. Virtually all

juvenile facilities require that youth under compulsory school age participate in their education program. Furthermore, 83 percent of juvenile facilities require inmates who are older than the state compulsory school age to take classes. In contrast, only 30 percent of adult correctional facilities require school attendance for inmates of compulsory school age. Rather than requiring it, adult facilities often encourage participation in education programs in other ways, for example, through incentive payments or award of good behavior credits.

As we continued to contact and interview the Chapter 1 N or D participants over a 10-month period, the experiences of these youth showed the effectiveness of the policies reported by the facilities. Some 96 percent of inmates of juvenile facilities who were under compulsory school age continued to take classes. Three-quarters of the Chapter 1 N or D youth in adult facilities (76 percent) continued to be enrolled in education programs. Table 4-1 compares the percentage of youth who were taking different types of classes at the time of the baseline interview in spring 1989 with the percentage of youth remaining incarcerated after 10 months who were still taking classes. The table also compares the types of classes being taken by these two groups at the different observation periods. Among youth still taking classes at the second followup interview, the same proportions were still enrolled in the same types of non-Chapter 1 classes, but smaller proportions were enrolled in Chapter 1.

Table 4-1. Percentage of Chapter 1 N or D Youth Taking Classes After Baseline Data Collection

| | At Baseline Interview (n = 13,865) | At Second Followup (n = 4,584) |
|---|---|---|
| Taking classes | | |
| Yes | 100% | 78% |
| No | 0 | 22 |
| Academic classes | 80 | 80 |
| Vocational | 48 | 45 |
| GED | 28 | 27 |
| Adult basic education | 11 | 11 |
| Chapter 1: | | |
| Chapter 1 reading | 55 | 37 |
| Chapter 1 math | 50 | 36 |
| Chapter 1 language arts | 17 | 36 |

SOURCE: Baseline and Second Followup Questionnaire (Version B).

Among the youth who remained incarcerated for the entire study period, the data indicate some drop off in participation in education programs the farther the observation point was from their first identification as Chapter 1 participants. Of these youth, 88 percent were still enrolled in education programs five months after the baseline interview, whereas 78 percent were still enrolled after ten months. Continued enrollment was more common among those in juvenile facilities than among those in adult facilities. Nearly all youth remaining in juvenile facilities continued to be enrolled at the time of the first followup, whereas one-quarter of those in adult facilities were no longer taking classes. Some variation was found in the continuity of class taking for different types of classes. As Table 4-2 shows, among youth still institutionalized ten months after the first interview, almost all of those who had been taking academic classes at the baseline interview were still taking academic classes (95 percent). Youth who had been taking vocational or GED preparation classes at the baseline observation were less likely to still be taking the same types of classes.

Table 4-2. Class-taking Patterns Among Youth Remaining Institutionalized Over the 10-Month Observation Period

| Class Taken at Baseline | Percent Still Taking: At Baseline Interview (n = 13,865) | At Second Followup (n = 4,584) |
|---|---|---|
| Academic | 95 | 95 |
| Vocational | 97 | 81 |
| GED Prep | 91 | 78 |

Sources: Baseline Student Questionnaire and Second Followup Questionnaire (Version B).

The 22 percent of incarcerated youth who were no longer enrolled were asked their reasons for no longer taking classes. The reason most frequently cited (by 30 percent of those no longer taking classes) was that the youth had finished the high school program or had obtained a GED. Transfer to a work program was the next most common reason, followed by a lack of interest in school. Other reasons tended to relate to the correctional environment and included such situations as the student being in lockup or awaiting assignment after transferring from one facility to another.

**Students' Plans for Education**

At the baseline interview, Chapter 1 N or D participants were asked about their short-term and long-term plans regarding their education. At the two followup interviews, we continued to ask youth who were still institutionalized about their education plan. These questions were designed to elicit the youths' perceptions of the significance of the schooling they were receiving while in a correctional facility and to help explain school-related behaviors after release.

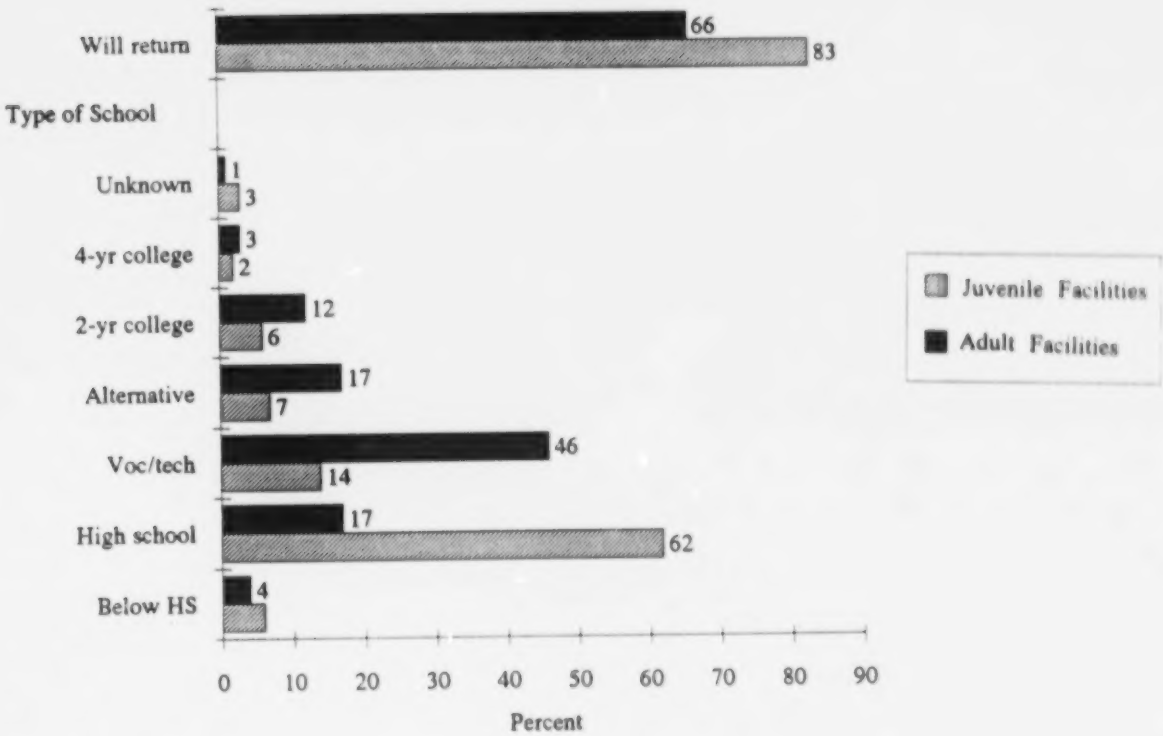
At the baseline interview, 79 percent of the youth reported planning to return to school after leaving the facility. Those in facilities for juveniles were more likely to have such plans (83 percent) than their older counterparts in adult facilities (66 percent). Those attending school at commitment were more likely to plan to return (83 percent) than those not attending at commitment (71 percent). These expectations remained relatively constant over time. Youth still incarcerated ten months after the baseline interview were just as likely to plan to return to school as they had been at the first interview.

The students' plans as to the type of school in which they intend to enroll at release reflect the age differences of youth in the two types of facilities (Figure 4-3) as well as differences in grade level. Some 62 percent of those in facilities for juveniles who reported planning to return to school at the baseline interview reported they expected to attend high school. Another 6 percent reported plans to enter an alternative school. Among those in adult facilities planning to return to school, 34 percent reported plans to enroll in either high school or an alternative school. Of those in adult facilities 46 percent expected to attended a vocational/technical or other business school.

Most of the Chapter 1 N or D participants expressed positive attitudes about their academic future. Only 10 percent did not expect to finish school. One-third expected that their highest level of schooling would be high school graduation, while another third planned to complete some form of vocational, technical, or business school training after finishing high school. The remainder expected to complete some level of higher education.

The need to work is the reason Chapter 1 N or D participants most often give as to why they do not expect to return to school after their release. Overall, 41 percent of participants

Figure 4-3. Percent of Chapter 1 N or D Participants Planning to Return to School and Type of School Planning to Attend




SOURCE: Baseline Student Questionnaire

who do not expect to return to school give this as the reason -- a small proportion of the total students served by Chapter 1 N or D. It is comparable to the 12 percent of participants who indicate that their parents or some other relative would be unable to provide financial support if they did return to school.

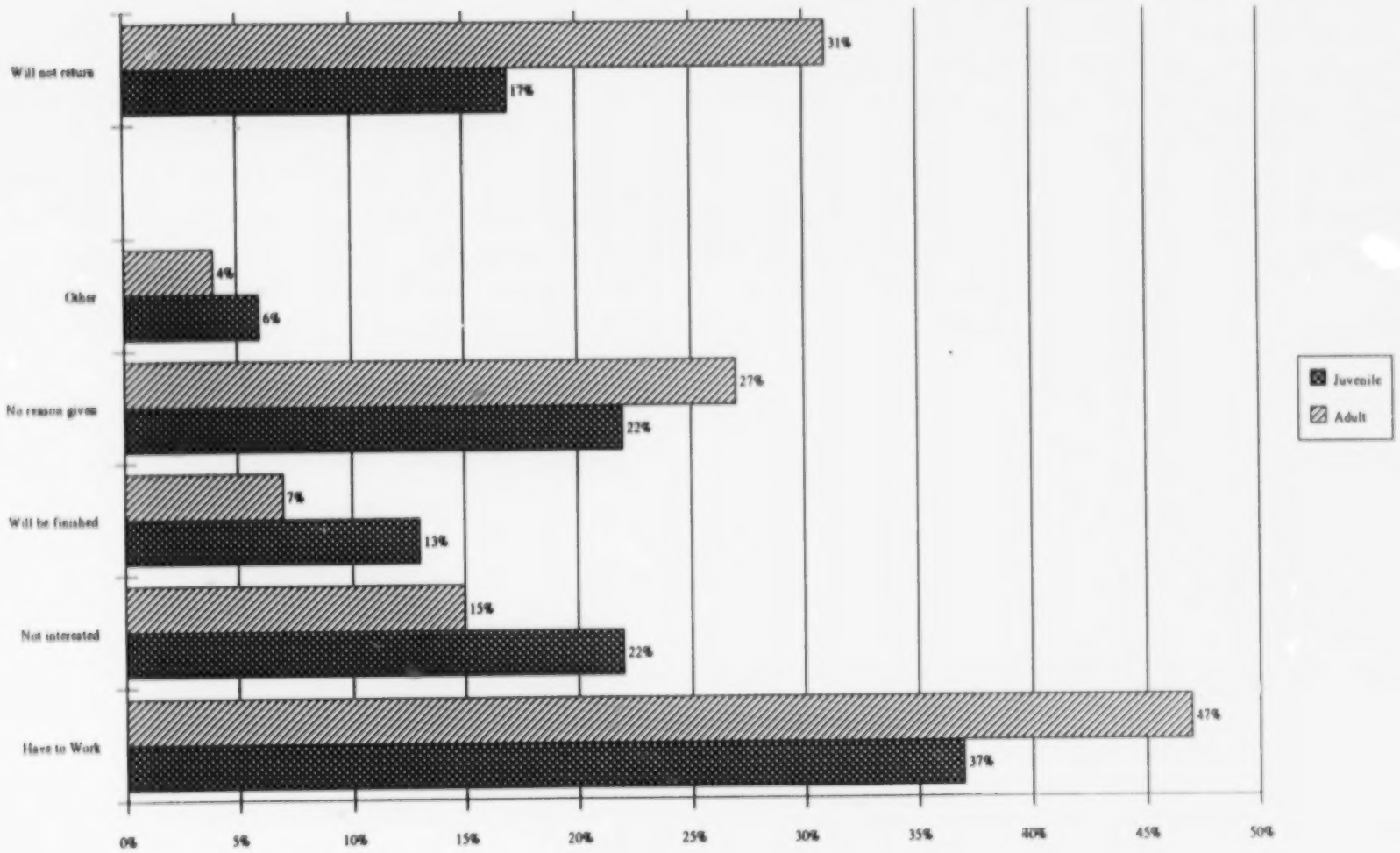
Chapter 1 N or D participants in juvenile facilities are more likely than those in adult correctional facilities to indicate that they do not plan to return to school because of a lack of interest or because they expect to have finished school. One-quarter of participants not planning to return to school indicated no particular reason or did not respond to the question, with participants in adult and juvenile facilities equally disposed to this response. Figure 4-4 illustrates the reasons given for not returning to school, comparing participants in juvenile and adult facilities.

**Postrelease School Attendance**

Age and the lack of a high school diploma or its equivalent are specified in the Chapter 1 legislation as critical eligibility criteria for receiving Chapter 1 N or D services. Participants in Chapter 1 N or D programs have neither a high school diploma nor its equivalent. Were these young people to continue along a preferred route when leaving the correctional facility, they would enroll in school and further their education. State correctional systems recognize education as an important part of rehabilitation for juveniles and often make school enrollment a condition of probation for school-age delinquents.

Only half of the Chapter 1 N or D participants who were released during the 10-month followup period returned to school upon release. Postrelease enrollment patterns differ significantly with the type of facilities in which the youth are incarcerated and with their age. Those released from juvenile facilities, that is the younger program participants, are more likely to enroll in school after release and to stay enrolled. Among the older participants and those in adult facilities, the data suggest their educational experiences while incarcerated may well represent the capstone of their education.

Figure 4-4. Percent of Chapter 1 N or D Students Not Planning to Return to School and Main Reason




SOURCE: Baseline Student Questionnaire

Whereas half of the youth released from juvenile facilities enroll in school at release, only one-fifth of those released from adult facilities do so. Among the youth who were out of the correctional facilities at both followup interviews, all those under 16 had enrolled in school at some point, and 86 percent remained enrolled during the study's field period. Thirty-six percent of released 16- and 17-year olds reported not returning to school, while another 21 percent of youth in this age group enrolled after release but later dropped out. Forty-three percent of 16 and 17-year-olds remained enrolled across both data collection periods. The postrelease enrollment rates were lower among the older youth. Seventy-six percent of the 18- and 19-year-olds and all those above that age never enrolled in school. (see Table 4-3).

Table 4-3. Postrelease School Enrollment for Chapter 1 N or D Participants by Age

| | Percent: | | | |
|---|---|---|---|---|
| Age at lst interview | Never returned to school | Dropped out | Stayed in school | Total |
| Under 16 | 0 | 14% | 86% | 100% |
| 16 - 17 | 36 | 21 | 43 | 100 |
| 18 - 19 | 76 | 5 | 18 | 100 |
| 20+ | 100 | 0 | 0 | 100 |

SOURCE: First and S :cond Followup Questionnaires (Versions A, C, and D).

Black youth enroll in school after release in larger numbers than do white or Hispanic youth and they remain enrolled in school longer than do whites. Table 4-4 presents the distribution of youth returning to school by race. The table shows that a larger proportion of released black and Hispanic Chapter 1 N or D youth than whites remained enrolled over the entire data collection period. When dropout rates among Chapter 1 N or D youth participants are compared with dropout rates in the general population of 14- to 21-year-olds by race, black Chapter 1 N or D participants are shown to remain in school longer than white or Hispanic participants.

Table 4-4. Distribution of Chapter 1 N or D Participants Returning to School After Release and Dropout Rates for 14- to 21-Year-Olds, by Race

| | White not Hispanic | Black not Hispanic | Hispanic |
|---|---|---|---|
| | (n=2,231) | (n=5,757) | (n=1,402) |
| N or D youth at release: | | | |
| Enrolled in school | 34% | 52% | 34% |
| Did not enroll | 66 | 48 | 66 |
| At spring 1990 followup: | (n=1,921) | (n=5,447) | (n=1,413) |
| Still enrolled | 24 | 47 | 39 |
| Dropout rates: | | | |
| N or D youth | 76 | 53 | 61 |
| General population ages 14-21 | 9 | 11 | 24 |

SOURCES: "School Enrollment Social and Economic Characteristics of Students" October 1988 and 1987" and Second Followup Questionnaires (Versions A, C, and D).

Correlation was found between the youths' enrollment status before incarceration and their postrelease school attendance patterns. Youth who were in school at commitment are more likely to return to school and to stay enrolled than were those who were dropouts at the time of commitment. Among youth who were released at the first followup observation period and remained released, half of those who were attending school at the time of commitment were attending school at the second followup; 22 percent of those who had not been in school at incarceration had enrolled and remained enrolled over that period of time. The data reflect the failures as well as the successes: 39 percent of those who were attending school at the time of commitment to the correctional system did not go back to school after release.

The data also indicate that the experiences these youth had while in the facilities after baseline data collection did little to change the minds of those who did not plan to return to school -- in fact the reverse may have occurred. Of those who reported they did not plan to return to school at the time the baseline data were collected, 87 percent did not; of those who did plan to return to school, 46 percent did not. Several of the teachers and administrators at the facilities expressed the belief that some of the youth with whom they work are motivated and want to further their schooling as a result of experiences they have while in the facility but that their return

to the community and to the situations from which they had come often reverses these attitudinal gains.

The classes and training the Chapter 1 N or D participants receive regarding how to continue their education after release may contribute to their enrolling in school after release. some 52 percent of youth who receive such training return to school, compared with 39 percent of those who do not. Whether students receive this special attention encouraging school enrollment at release appears to have little relationship to their staying enrolled. Among those youth who had been released from the facilities at both followup observations, those receiving these services tended to drop out at the same rate as those not receiving the services. Chapter 5 examines the transitional services provided to the youth prior to release from the facility.

## 5. RETURN TO THE COMMUNITY

Of the estimated 14,348 Chapter 1 N or D participants at the time the baseline data were collected in spring 1989, 68 percent were released at some time during the subsequent 10 months. This chapter examines what happens to Chapter 1 N or D participants after their release in terms of:

- The communities and living arrangements to which they are released and any subsequent change;
- The transitional services they receive, both before and after release; and
- Their employment experiences.

The main findings regarding Chapter 1 N or D participants' return to the community are as follows:

- **Most youth live with their families immediately after release**. This finding suggests that most youth experience an abrupt return to the environment in which they originally had problems.
- **During the first months after release, relatively few participants (20 percent) change their living arrangements or geographic location.**
- **Generally, older participants are more mobile than their younger counterparts**. Older participants are more likely than younger ones to live with spouses or friends and to change these living arrangements in the first 5 months after release.
- **Most participants receive some sort of transitional training while institutionalized and when interviewed after release most judge the training to be useful.** The most frequently reported prerelease training relates to information about alcohol and drugs and employment opportunities. Information on job training programs and education programs, the next most frequently reported topic, is provided to less than half of the youth.
- **Youth in juvenile facilities are more likely to receive transitional training than are youth in adult facilities.** Although the distribution of different types of transitional training is roughly the same for youth leaving juvenile and adult facilities, the frequency of occurrence is about 10 percent higher among those leaving juvenile facilities.

- **Participation in the labor force (defined as either working or actively seeking employment) is much higher for released Chapter 1 N or D participants than for the youth in the general population.** Virtually all the youth surveyed after release either had jobs or were actively searching for work whereas only slightly more than half of the 16- to 19-year olds in the general population are considered to be in the labor force. This finding suggests that obtaining work skills and learning job search methods is very important to Chapter 1 N or D participants.

- **Generally, the type of work the participants find is low paying, with the average hourly wage about $4.75.** This situation underscores the need for increased work-related training.

- **Released youth are more likely to enter the labor force than to return to school, suggesting that acquiring vocationally related skills is important to these youth.** For many of the youth, vocational-related skills training may be as important as, or more important than, academic training in making a successful transition into the community.

**Living Arrangements and Mobility**

Most released Chapter 1 N or D participants return to their families in the city where they had lived before institutionalization. Some 81 percents of these youth move in with parents, stepparents, or other close family immediately after release (Table 5-1). Only 11 percent move into an organized transitional setting such as a group home or halfway house right after release. Few have other living arrangements.

Not surprisingly, living arrangements for youth released from adult facilities are different from those for youth released from juvenile facilities. Over three-quarters of youth released from juvenile facilities return to the same setting that they left, compared with just over half of those released from adult correctional settings (Figure 5-1). In general, older youth leaving adult facilities are less likely to move in with parents and are more likely to live alone or with a spouse or friend (Figure 5-2) than are those leaving facilities for juveniles. Those released from the adult correctional system are also more likely to be placed in the transitional environment of a group home or a halfway house than are their younger counterparts.

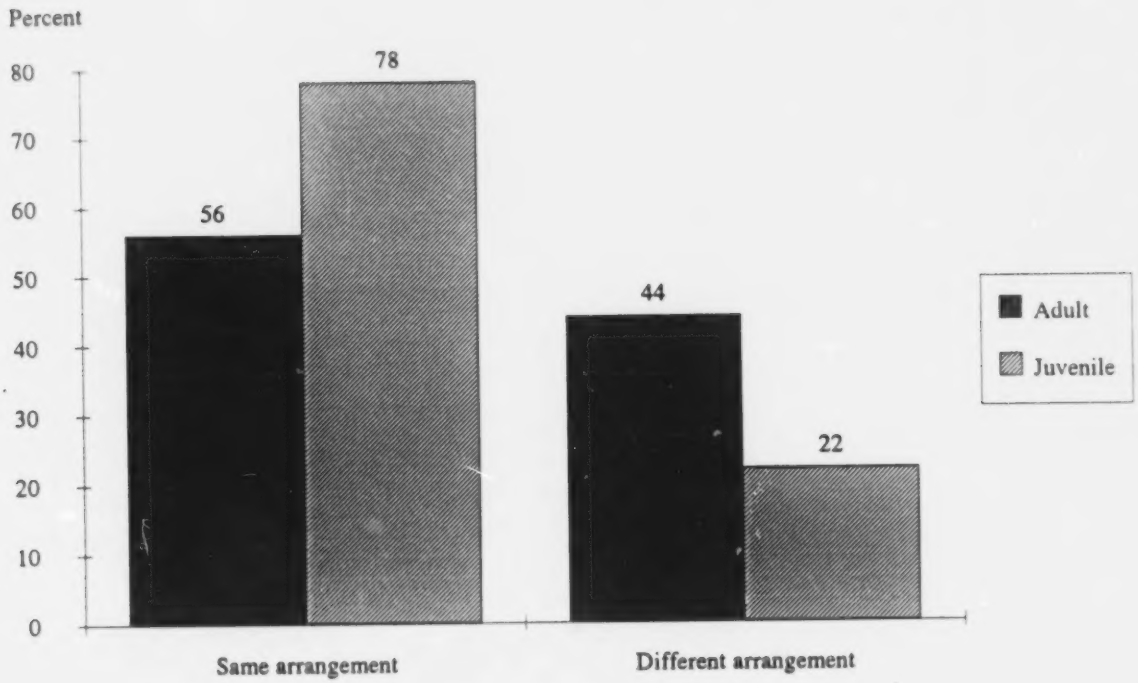
As the data provided in Table 5-1 indicate, mobility is not particularly high for youth after release, regardless of the type of facility they have left. Only 19 percent of Chapter 1 N or D

Table 5-1. Percentage of Chapter 1 N or D Participants by Living Arrangements at First Interview After Release

| | Percent |
|---|---|
| Arrangements immediately after release (n=9,790) | |
| Parents/stepparents/close family | 81 |
| Group home/halfway house | 11 |
| Foster home | 2 |
| With spouse/friend/or alone | 3 |
| Other | 3 |
| | 100% |
| Arrangements at first postrelease interview (n=9,711) | |
| Same arrangements | 81 |
| Different arrangements | 19 |
| | 100% |
| Number of places lived between release and first interview (n=9,711) | |
| 1 | 80 |
| 2 | 15 |
| 3 or 4 | 5 |
| | 100% |

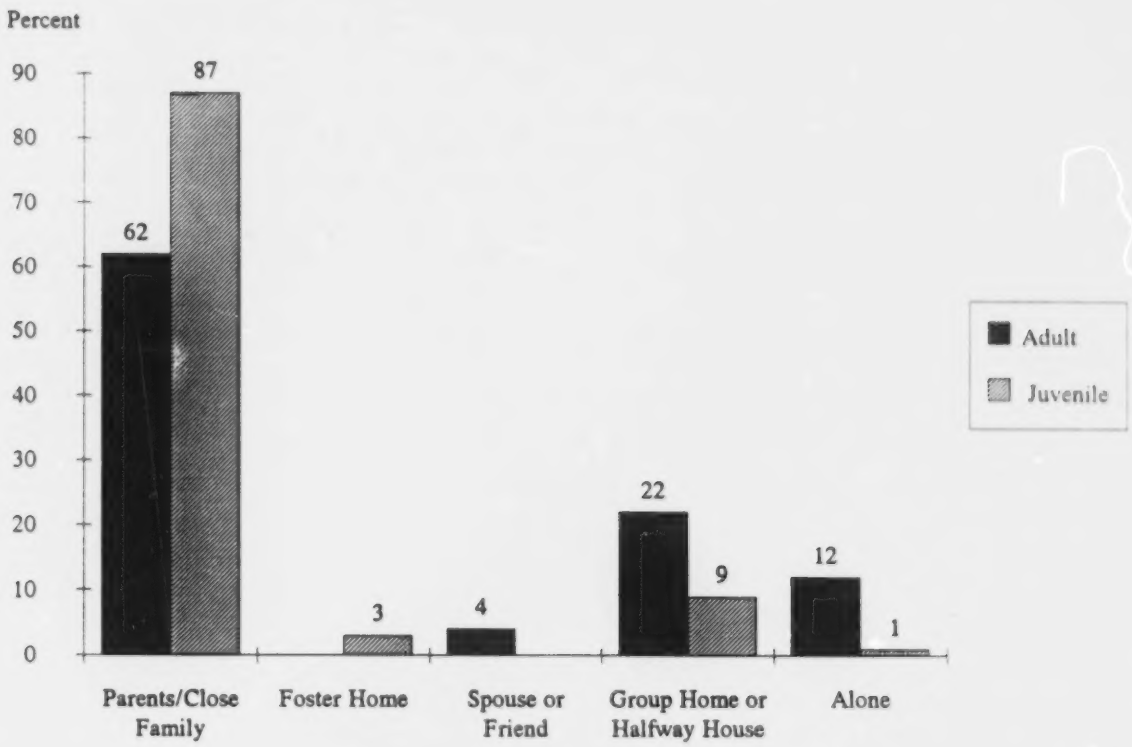
SOURCES: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

Figure 5-1. Comparison of Living Arrangements Prior to Incarceration and at the Time of the First Interview After Release




SOURCE: Student Record Abstract, First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

Figure 5-2. Living Arrangement Immediately After Release, by Type of Facility




SOURCE: First followup questionnaire

participants reported having moved sometime between the time of their release and the date of their first postrelease interview. When youth who had left juvenile facilities did report moving, it was most often away from family settings and into settings with friends or on their own. In the case of those leaving adult facilities, this short-term postrelease movement was from transitional settings into family settings. These findings are based on experiences reported by youth released at the first interview after their release. Little additional mobility was found to occur in the subsequent 5-month period. In fact, only 2 percent of the youth released for a more extended period moved out of the city they had returned to or had moved to immediately after release.

Clearly, the vast majority of released youth return to the same living arrangements they left behind at commitment. Because the environmental factors (e.g., friends, family dynamics, economic conditions) that may have contributed to the problems of some of these youth are likely to remain unchanged, youth must be able to cope with these factors if they are to have a successful transition back into society.

**Transitional Services Before and After Release**

Chapter 1 N or D participants receive a variety of special classes or types of training prior to release to help them cope with the transition from the correctional facility back into society. The youth who receive these classes generally find them to be helpful. Table 5-2 shows the most frequently reported classes, the percentages of youth receiving them, and the proportion finding the classes useful.

More than three-quarters of the youth receive information about alcohol and drugs. More than three-fifths of the youth receive prerelease training in finding a job and some preparation related to returning to school. However, fewer than half of the youth receive specific prerelease preparation in how to seek out educational opportunities or how to go about enrolling in school. Even fewer youth receive each of the other transitional services indicated in the table. Given the fact that those who receive such training generally find it useful, it appears that more practical training -- especially skills such as enrolling in school, seeking opportunities for training and education, finding a place to live, and obtaining health care -- would be beneficial for these youth.

Table 5-2. Percent of Chapter 1 N or D Participants Reporting Receiving Special Classes or Training Before Release and Reporting It Helpful at Their First Interview After Release, by Facility Type

| | Percent Received Special Classes/Training | | Percent Receiving Classes/Training Who Found Them Helpful | |
|---|---|---|---|---|
| | Juvenile (n=8,684) | Adult (n=1,067) | Juvenile | Adult |
| Type of Special Class or Training | | | | |
| Budgeting | 32 | 28 | 84 | 89 |
| Opening a bank account | 36 | 22 | 89 | 100 |
| Making friends | 47 | 27 | 81 | 100 |
| Information about alcohol and drugs | 81 | 75 | 85 | 99 |
| Getting health care | 37 | 19 | 87 | 96 |
| Finding a job | 66 | 57 | 83 | 89 |
| Seeking out opportunities for training and education | 48 | 43 | 85 | 100 |
| Enrolling in school | 40 | 30 | 83 | 91 |
| Finding a place to live | 36 | 23 | 84 | 100 |
| Obtaining legal assistance | 25 | 24 | 84 | 100 |
| Locating community resources | 27 | 23 | 86 | 96 |

SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

Chapter 1 N or D participants in juvenile facilities are more likely to receive transitional skills training than are those in adult correctional facilities. Perhaps because of the additional maturity and experience of Chapter 1 N or D participants in adult facilities, however, these youth are more likely to appreciate the transitional skill training than are the students in juvenile facilities.

Postrelease counseling provided by professionals outside the correctional system was also examined for this study. About 25 percent of released youth report receiving counseling after release, as shown in Table 5-3. For those reporting they had seen a counselor, the median release time prior to being interviewed is 11 weeks. During this time the median number of weeks over which the youth report being seen by a counselor is 5 weeks, while the median number of times they have been seen by a counselor is six. Generally, counseling is either assigned or suggested by a parole or probation officer, and the longer the elapsed time since the youth have been released from confinement, the more likely they are to have seen a counselor.

### Finding and Holding Jobs

At the time of their first postrelease interview, 67 percent of all Chapter 1 N or D participants report having had a job (Figure 5-3). The rate is virtually the same for youth released from juvenile and adult facilities. For those who have not obtained a job, 80 percent report having looked for work. Thus about 93 percent of youth newly released from correctional facilities can be considered to be in the labor force (either working or actively seeking work). This figure is consistent with the plans the youth reported when first interviewed while incarcerated. At that time, 90 percent indicated that they planned to get a job after their release.

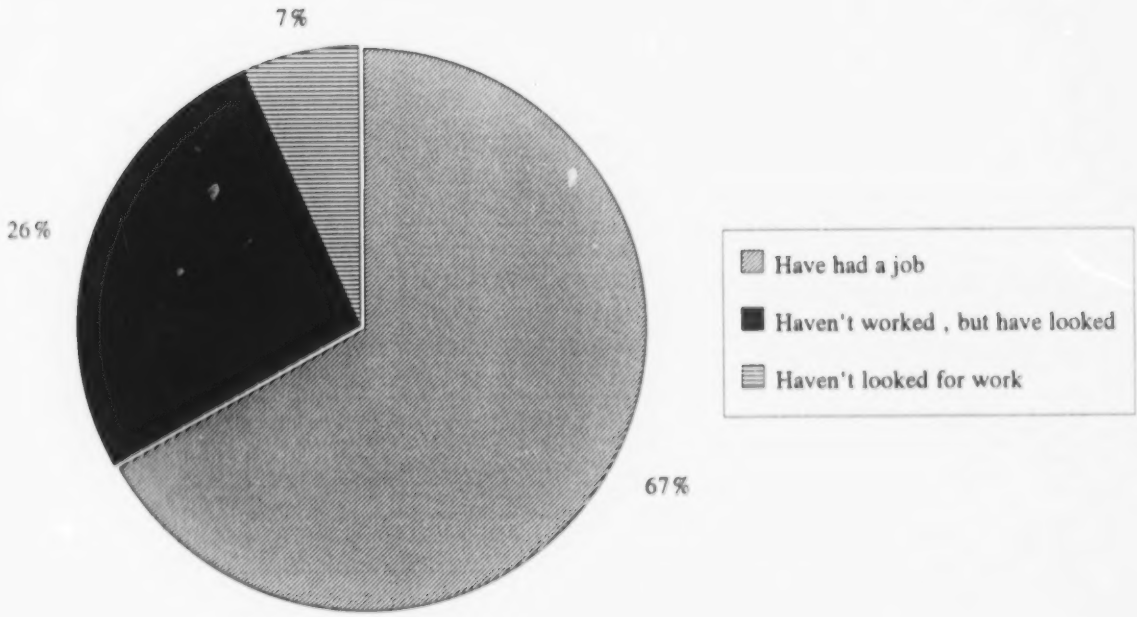
Over the 5 months between the first and second postrelease followup interviews, the incidence of employment among released youth increased. The experiences of youth who were released prior to the fall of 1989 and were still in the community as of the spring 1990 interview show that by this second postrelease interview, 76 percent had held at least one job. There was a large disparity in this statistic by race (Figure 5-4). White and Hispanic youth report having worked at rates of 91 and 89 percent, respectively. However, only 67 percent of black youth report having worked during this period. (This disparity may be due to the higher school enrollment rates for black youth, described earlier.)

Table 5-3. Postrelease Counseling Experiences as of First Interview After Release

| | | |
|---|---|---|
| Percent of youth seen by a counselor since release (n=9,752) | | 25 |
| Number of weeks elapsed since last seen by counselor (n=2,234) | | |
| Mean | | 8 weeks |
| Median | | 5 weeks |
| Weeks since release (n=2,026) | 14 weeks | |
| Mean | | 14 weeks |
| Median | | 11 weeks |
| Total number of times seen by a counselor (n=2,271) | | |
| Mean | | 30 |
| Median | | 6 |
| Percent getting in touch with counselor (n=2,328): | | |
| Assigned by parole/probation officer | | 28 |
| Suggested by parole/probation officer | | 15 |
| Recommended by a friend/family member | | 12 |
| Looked for a counselor | | 11 |
| Suggested by social worker/other support professional | | 11 |
| Saw counselor on staff of group home | | 11 |
| Institution identified a counselor | | 10 |
| Counselor came to student | | 3 |

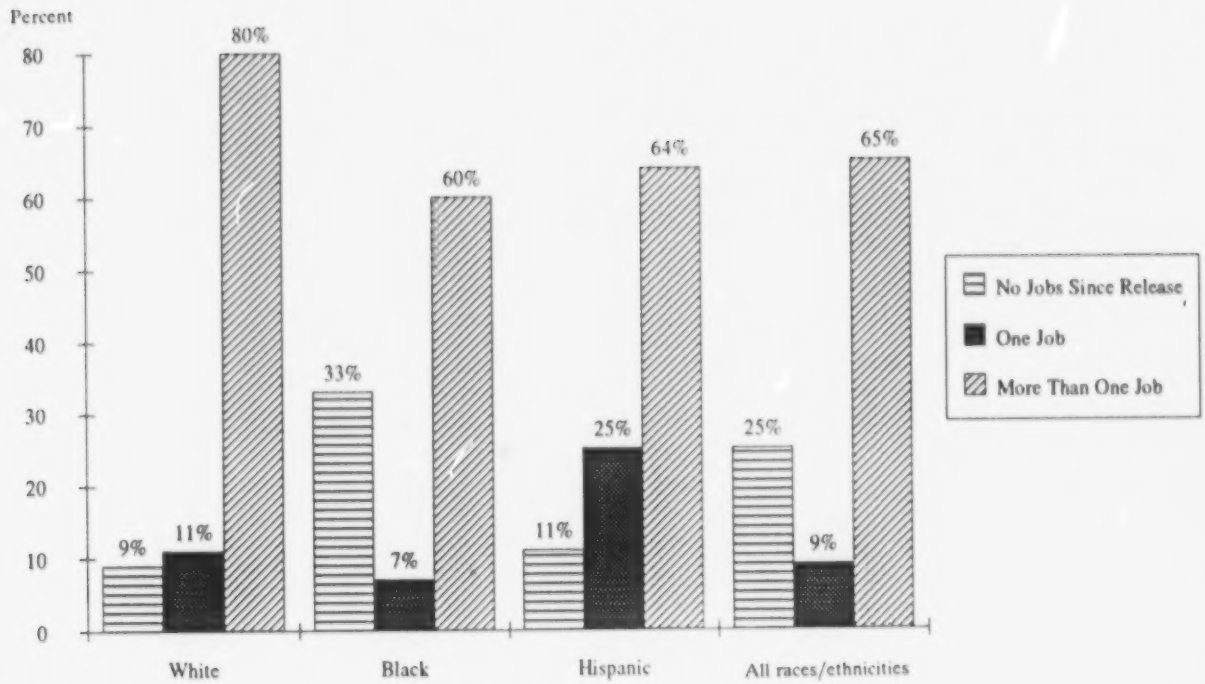
SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

Figure 5-3. Work Status of Chapter 1 N or D Youth Immediately After Release from Adult and Juvenile Facilities




SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A)

Figure 5-4. Employment Experience of Chapter 1 N or D Participants Reported at Second Interview After Release, by Race




SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A)

About half of Chapter 1 N or D youth receive vocational training at their facility, but only about one-quarter of the youth who are released receive assistance in finding a job or in arranging a job interview while still institutionalized. This type of help is more common after release, when it is provided to 57 percent of released Chapter 1 participants. Most often it is not provided by a professional assigned to support the released youth, but rather by a family member.

Eighty percent of those youth who had not found work by the time we first spoke with them after their release indicated that they had looked for a job. Looking for work almost always entails applying in person for a job and getting assistance from friends, teachers, and other adults who work with the youth (Table 5-4). The reasons these youth give for not working are varied. Only 14 percent believe that the time they spent in the institution affects their ability to obtain work, and only 11 percent report not knowing how to find a job.

Table 5-4. Job Search Experiences of Chapter 1 N or D Participants Who Have Not Found Work at First Interview After Release

| | Percentage |
|---|---|
| Job search experiences (n = 2,573)[a] | |
| Applied in person at restaurant/stores/businesses | 81% |
| Asked for help from friends, teachers, workers | 74 |
| Looked in the classified ads | 40 |
| Made telephone calls | 37 |
| Searched in other ways | 21 |
| Reasons (n = 2,573)[a] | |
| Have not received enough help | 38 |
| Do not have transportation | 32 |
| Have not looked for the right job | 21 |
| Lack of experience | 20 |
| Have not really wanted to find one | 19 |
| Time spent in institution limits ability to find work | 14 |
| Did not know how to find a job | 11 |
| Other | 26 |

SOURCES: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

[a]More than one response was appropriate.

For those who do find work, the number of hours worked averages almost 35 hours per week at an average hourly wage of $4.75 (Table 5-5). If these youth persisted in their work, their annual income would approach $9,000. But many do not find stable employment. Forty-two percent of those who had worked reported having had more than one job, as of the first interview after release. Low pay and job stability are matters of concern, because this work is a main source of income for 46 percent of released Chapter 1 N or D youth (Table 5-6). More commonly, the youth report their families as a main source of support, but many of these youth also depend on the income from their own work.

Table 5-5. Postrelease Employment Experiences of Chapter 1 N or D Participants at First Interview After Release

| | Mean | Median |
|---|---|---|
| Average number of jobs held (n=6,536) | 1.7 | 1 |
| Number of hours worked per week (n=6,410) | 34.8 | 40 |
| Hourly wage (n=6,095) | $4.75 | $4.50 |

SOURCE: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

Table 5-6. Main Sources of Money of Chapter 1 N or D Participants at First Interview After Release

| Main source(s) of money[a] | (n=9,791) |
|---|---|
| Family | 61% |
| Job | 46 |
| Savings | 30 |
| Boyfriend/girlfriend | 27 |
| Friends | 20 |
| Public assistance | 9 |
| Unemployment | 5 |
| Other sources | 3 |

SOURCES: First Followup Questionnaire (Version A) and Second Followup Questionnaire (Version A).

[a]More than one response was appropriate.

The postrelease experiences of Chapter 1 N or D participants indicate that, for many of these youth, work after release is not only more likely but may be perceived as more important than further education. Ninety percent report that they intend to look for work immediately after release. Indeed, only 7 percent do not work or actively seek employment after release. Chapter 1 N or D participants are different from the general population in this regard. As a point of reference, the U.S. Department of Labor reports that in 1986 about 45 percent of all youth ages 16 to 19 in this country were neither working nor actively seeking work. Although most Chapter 1 N or D participants who seek work find a job, many do not. Those who do find work most often are engaged in low-paying jobs. Given the age of these youth and their lack of academic training, this situation is not entirely surprising. Given the importance of work to these youth, a continuing emphasis on job skills appears warranted.

## 6. STUDENT ATTITUDES

This report on the participants in Chapter 1 N or D programs concludes with a look at attitudes. Participants were asked a series of attitudinal questions at each interview beginning with the first, while they were institutionalized in spring 1989. Questions in this series were designed to measure self-esteem or self-worth, the students' perceptions of their ability to influence outcomes (referred to as locus of control), and their attitudes toward teachers and learning.

Scale averages were developed for the students' responses to the spring 1989 baseline interview and to the followup conducted in spring 1990. Scale averages are compared across these two observation points and across the status of the youth at the final followup for the self-esteem and locus-of-control measures. As Table 6-1 illustrates, the changes in the average number of positive responses between spring 1989 and spring 1990 were negligible for these two scales. Similarly, no significant differences exist between youth who were still institutionalized and those released.

Table 6-1. Average Number of Positive Responses Among Chapter 1 N or D Participants per Attitudinal Factor, by Type of Interview

| | Locus of control | Self-worth |
|---|---|---|
| Possible positive responses | 12.0 | 6.0 |
| Average number of positive responses at: | | |
| Baseline interview (n = 14,348) | 7.7 | 5.0 |
| Previously released (n-5,585) | 8.1 | 5.0 |
| Newly released (n-3,695) | 8.6 | 5.3 |
| Reincarcerated (n-483) | 8.1 | 5.2 |
| Still in facility (n = 4,584) | 8.4 | 5.4 |

SOURCES: Baseline Student Questionnaire and First and Second Followup Questionnaires (Versions A, B, C, and D).

These line of inquiry show that the most positive attitudes toward the education services Chapter 1 N or D participants receive from a correctional facility are held while the youth are institutionalized. Chapter 1 N or D participants were asked whether they had learned a lot and whether they learned things they needed to know after leaving the facility. Overall, 8 percent responded positively to these questions and only a small percentage reported different opinions after release. Among the youth recently released, 13 percent changed their assessment of whether they had learned a lot from positive to negative, while another 6 percent changed their assessment in the opposite direction. The youth who had been out of the correctional facility since sometime before the fall 1989 interview cycle provided responses more like their original responses than did those recently released.

Youth were also asked to indicate whether they believed their correctional experiences would "hurt their chances of getting a good job." At the baseline interview, 60 percent of participants indicated they did not believe that to be the case, with those in juvenile facilities more likely to be optimistic in this regard (62 percent) than youth in adult correctional facilities (40 percent). At the spring 1990 interview, 70 percent of youth released sometime prior to fall 1989 disagreed with the statement that their chances for getting a job had been hurt, while 80 percent of youth recently released disagreed. Some youth changed these opinions after release in line with their degree of success in finding work.

Chapter 1 N or D participants were also asked their opinions regarding whether it would be "difficult to stay out of trouble with the law" after having been institutionalized. At the baseline interview, 71 percent felt this would not be the case. When questioned again at the second followup, the youth overall reflected a more positive assessment. Those agreeing that it would be difficult to stay out of trouble had probably been released and reincarcerated; however, even among these young people, 60 percent continued to report a positive perspective on their ability to stay out of trouble. The most optimistic youth (81 percent) were those most recently released from a correctional facility.

## 7. SUMMARY OF FINDINGS AND CONCLUSIONS

This chapter summarizes key findings concerning the characteristics of program participants and the experiences of these youth over the 10 months they were followed. It ends with conclusions regarding the services appropriate for these youth, given the characteristics and experiences that were observed.

### The Youth Served

Three-quarters of Chapter 1 N or D participants in correctional facilities are in facilities operated under the juvenile justice system. Given the differences in mission and operations across the juvenile justice and adult correctional systems, it is not surprising that there are marked differences among the youth served by Chapter 1 across the two settings. On average, those in juvenile facilities are:

- Three years younger than their counterparts in adult correctional facilities (17 years old versus 20 years old);
- Generally enrolled in school at the time of institutionalization (whereas those in adult facilities are generally high school dropouts);
- Enrolled in the ninth grade at the time they enter the correctional system (the ninth grade is the highest grade completed by the average youth in an adult correctional facility);
- Confined to the correctional system for shorter periods of time (3 months less on average) than those in adult facilities; and
- More often confined for having committed crimes against property than crimes against persons (the latter is the more common reason for incarceration among Chapter 1 N or D participants in adult correctional facilities).

**The Educational Experience of Chapter 1 N or D Participants While Confined**

The differences in the characteristics of the youth being served in the two settings are reflected in the education programs in which Chapter 1 N or D youth are engaged and the youths' motivations for participating in the education programs. They are also reflected in differences in the continuity of participation in education programs across the two settings.

Chapter 1 N or D participants in juvenile facilities are typically enrolled in programs that resemble those found in high schools, with 90 percent taking academic classes and 50 percent enrolled in vocational education classes. Few of these younger students in juvenile facilities take GED preparatory or adult basic education programs. Chapter 1 N or D participants in adult correctional facilities are less often enrolled in programs like those in high school. In those facilities, one-half of Chapter 1 N or D youth take academic classes; 40 percent take vocational education classes, and one-half participate in GED programs.

Youth in juvenile settings receive more hours of academic classes and fewer hours of vocational training per week than do their counterparts in adult correctional facilities. They receive fewer hours of Chapter 1 instruction on average than do youth in adult correctional institutions.

Youth in facilities for juveniles are almost all required to participate in education programs, whereas those in adult correctional facilities are not. Because participation is not mandatory, adult facilities often use incentives to encourage their inmates to enroll in education programs. Among youth institutionalized for the study's entire data collection period, one-quarter stopped taking classes during the period. Continuity of participation varied little with the type of classes in which the youth were enrolled, but youth who were transferred to a different facility were found to be more likely to stop taking classes than those who remained in the same facility.

Before they are released, most youth receive some form of special training or classes that are intended to facilitate their transition back to the community. Substance abuse is the single topic to which the greatest number of youth (80 percent) are exposed. Training on finding a job after release is the subject addressed next most often (60 percent). Topics related to continuing their education or receiving further training after release rank third. Half of the Chapter 1 N or D youth receive instruction in some topic related to continuing their education. Across all topics,

about 10 percent more youth released from juvenile facilities receive prerelease transitional training than do youth released from adult facilities. (Youth released from adult facilities are more likely to be placed in a transitional setting at the time of release.) The vast majority of youth receiving prerelease guidance, regardless of the topic, believe that the guidance is helpful in aiding their transition back to the community. This training in and of itself, however, is not a predictor of success after release. Those receiving training on how to continue their education drop out of school at the same rate as those who do not receive such training. Those receiving guidance on finding and holding jobs are just as likely to find jobs and to change jobs as those not receiving such training.

Few students complete their education by obtaining a high school diploma or GED while institutionalized. In view of the facts that the highest grade completed by the typical Chapter 1 N or D participant is eighth, the overall average age of the youth, and their average length of stay in the correctional system is a 15 percent completion rate is not surprising.

The majority of youth hold positive attitudes in general about their educational experiences while institutionalized. About three-quarters of Chapter 1 N or D participants believe they learn a lot in their classes and that they learned things they needed to know after release. The proportion reporting a positive assessment of the value of their education experiences is about 10 percent higher among those just released from a facility. Among those in the community for a longer time, the proportion providing positive assessments of the value of their classes is more like that reported at the baseline interview. The proportion of youth reporting that they believe their teachers are about them is somewhat lower (two-thirds of all Chapter 1 N or D participants); this assessment remains about the same after release.

### Experiences After Release From the Correctional System

Just as the youth in juvenile and adult facilities differ in terms of demographic characteristics and the education services they receive while institutionalized, they also differ in terms of their experiences after release.

Some 90 percent of Chapter 1 N or D participants released from juvenile facilities move in with parents, other close family, or a foster family, compared with less than two-thirds of

those released from adult facilities. Twenty-two percent of those released from adult facilities reenter the community via a transitional setting such as a group home or halfway house. The remainder either live alone or with a spouse or close friend.

Once in the community, nearly all have an aftercare officer to whom they must report. The postrelease transitional services these youth receive are those provided by these officers of the court. Only 25 percent of released youth reported receiving other forms of counseling or guidance after returning to the community.

Postrelease enrollment in school is often a requirement of a youth's probation, particularly among those of compulsory school age. Thus, whether a Chapter 1 N or D youth enrolls in school after release appears to be closely related to age. Half of those released from juvenile facilities return to school; only 20 percent released from adult correctional facilities return to school. All youth under age 16 return to school; none of those over age 19 return to school. Even those returning to school have a tendency to drop out.

Educational experiences while institutionalized appear to do little to increase the likelihood that youth will continue their education. Only 20 percent of participants who had not been in school prior to commitment enrolled in school upon release, whereas, 40 percent who had been in school prior to commitment did not return to school after they left the correctional facility. For many Chapter 1 N or D participants, particularly those in adult correctional facilities, the educational experiences they have while institutionalized may well represent their last exposure to an organized instructional program. This is true for the 85 percent who do not complete their schooling while institutionalized and for the one-half of Chapter 1 N or D participants who expect to return to school after release but do not.

Entering immediately into the job market is more of a certainty after release for Chapter 1 N or D participants than engaging in educational activities that would improve their employability and wage earning capabilities. In fact, the single most common reason cited for not returning to school is the need to work, with the youth's own job being cited as a main source of income by one-half of all released Chapter 1 N or D students.

While institutionalized, about half of the youth are concerned that their incarceration will hurt their chances of getting a good job, an attitude that often changes after release, when only

two of every ten youth believe their chances are hurt. By the second interview after release, three-quarters of the youth returning to the community reported having a job. Job stability, however, is not high. By that time, two-thirds of all released youth had held more than one job. Fewer than 10 percent had not even looked for a job.

**Conclusions**

Students receiving Chapter 1 N or D services are institutionalized youth who meet federal eligibility criteria and are determined to be most in need of compensatory education according to criteria followed by the facility in which they are held. As a group, these youth may be among the nation's most educationally disadvantaged. The majority of Chapter 1 N or D participants are nearing the end of their adolescence and most know that upon release they will be confronted with the traditional adult responsibilities of helping to support their families and themselves.

Once these youth leave the juvenile or adult correctional facility, the special attention they received in the Chapter 1 N or D classroom ends. Nearly all are immediately returned to the environment they left, with its peer pressures and family responsibilities. The youth who have the opportunity before release to participate in programs that focus on coping skills believe that these programs help the transition process. For all but a small proportion of these youth, the professional support they receive after release, when they are back in their communities, is solely what is provided by their designated aftercare officers. The opportunities for individual attention made possible by Chapter 1 N or D and the support accorded through rehabilitation services provided by facilities are not available for most youth during the critical phases of their transition to the community.

The average Chapter 1 N or D participant spends more than a year in the correctional system. Once enrolled in Chapter 1 N or D, the majority remain enrolled for the duration of their stay. Although transfers from facility to facility and absences from classes due to court appearances and disciplinary actions can interrupt the continuity of educational participation, a substantial amount of time remains available for provision of educational services.

Many Chapter 1 N or D participants do not return to school after they leave the correctional system and even among those who do, perseverance in furthering their education is not high. Thus, corrections educators in all but facilities for the youngest delinquent population may view the instruction these youth receive, whether Chapter 1 or some other organized program, as the last opportunity to equip these young people with the skills they will need to obtain and hold productive jobs. Work that will provide financial support for them and their families is an immediate and real concern for nearly all these youth when they leave the correctional facility.

Although Chapter 1 N or D youth participate in corrections education programs for approximately a year, corrections educators know that 12 years of learning cannot be instilled in 12 months. However, an understanding and appreciation of the importance of learning and a familiarity with work-appropriate behaviors can be instilled in a year. Decisions by corrections educators as to the instructional methods and approaches to literacy skills must be guided by the realization that most of these students are adult learners with pragmatic needs but that the time available to meet these needs is constrained to the period of institutionalization.

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# APPENDIX A

## Methodology for the Longitudinal Study

## APPENDIX A

### Methodology for the Longitudinal Study

#### Baseline Data Collection and Two Followup Interviews

Baseline data were collected from March through May of 1989 during visits to 38 sample institutions as part of the descriptive study component of the Study of the ECIA Chapter 1 Neglected or Delinquent Program.* At that time, samples of program participants and eligible nonparticipants completed self-administered questionnaires in classroom settings and project staff abstracted educational, socio-demographic, and correctional information from these students' records. Responding students were informed that they would be contacted twice by telephone and asked to participate in followup interviews. The 585 participants in Chapter 1 N or D programs who completed the baseline questionnaire were eligible for followup under the longitudinal study.

Followup data for the longitudinal study were collected during October and November 1989 and again during March 1990, that is, at two intervals of approximately 5 months following the baseline data collection effort. Followup interviews were conducted by telephone with youth who had responded to the prior cycle of data collection. At the first followup, students were reminded that a second interview would be conducted approximately 6 months later. At baseline and again at first followup, students were asked to provide the names of at least two persons who would know of their whereabouts in 6 months. This information was used to locate those students who had been released or transferred and for whom the facilities could provide no followup information.

During the site visits, each sampled facility provided information on the appropriate followup protocol for obtaining the assistance of the facility in locating sampled Chapter 1 N or D students for the longitudinal study. In most instances, the facility's education director was the contact person; in several cases, however, the warden of the facility or a representative of the state

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*Student sample selection and baseline data collection procedures are described in "Unlocking Learning: Chapter 1 in Correctional Facilities. Descriptive Study Findings," August 1991. Data preparation and analysis procedures are described in "Preliminary Tabulations, Longitudinal Study: Second Followup," May 7, 1990.

applicant agency (SAA) was the point of contact. Two facilities required clearances from the State Department of Corrections prior to releasing the requested information and two other facilities required the approval of the SAA in order to participate. One facility, although allowing students to participate in the baseline interview, chose not to participate in the longitudinal phase of the study.

To initiate each followup, we mailed letters and a list of students we were trying to locate to the person designated as the contact person for the longitudinal study. The purpose of the letter was to request information needed to locate those students who were no longer at the facility and to arrange interviews with those students who were still at the facility. Project staff called each of the designated facility contact persons one week after the letters were mailed, offering to answer any questions they might have. During this call, project staff obtained the necessary approval or clearance and scheduled interviews for students still at the facility. We also asked contact persons whether students who were no longer at the sampled facility had been discharged, paroled, or transferred to another facility. For those students who had been discharged or paroled, we requested any available information on persons who may have known of the released student's whereabouts and information on the parole officer or aftercare worker to whom the student was required to report. For those students who had been transferred to another facility, we requested the name of that facility and the person we should contact to arrange the telephone interview.

We sent letters to all transfer facilities, parole officers, and aftercare workers identified by the sampled facilities to explain the study and to request their assistance in locating the student and arranging the telephone interview. We enclosed a letter from the director of the Planning and Evaluation Service, U.S. Department of Education, encouraging the support and assistance of transfer facilities, parole officers, and aftercare workers. Trained telephone interviewers were responsible for scheduling calls for those students who had been transferred to another facility or paroled since the prior interview. They also placed calls to obtain additional contact information from those parole officers or aftercare workers who were unable to assist in scheduling calls. The telephone interviewers were also responsible for tracing and locating all discharged students.

With the exception of two facilities, the facilities were able to provide the names of students, if not previously provided, and the students' status. The two facilities that were unable to provide identifying information on students because of confidentiality constraints were juvenile facilities located in the same state. The Department of Corrections in that state, however, worked closely with project staff to facilitate the interview process. The Department of Corrections sent letters to parents of students who had been released from the two facilities to inform them of the study. Our letter requesting an interview was enclosed with that letter. It provided a toll-free number that could be used by students or their parents. To maintain confidentiality, the letter instructed these students to use their assigned identification number when calling the research team.

Two of the sampled facilities could not authorize the use of telephones by inmates. As an alternative to the telephone interview process, the followup questionnaires were mailed to students at these facilities through the facilities' education administrators. Each student questionnaire, which included the student's identification number, was self-administered and returned by mail. The education administrator at these facilities assumed responsibility for distributing the questionnaire and returning them by the designated close-out date.

Similar procedures were used for both waves of telephone followup. For the second followup, however, letters to obtain the information needed to contact students and to schedule telephone interviews were mailed to each facility where a student had been previously interviewed. Again, this information was used to locate the students for the followup interview. Some interviews were scheduled by project staff and others were arranged by the interviewers.

**Conducting the Telephone Interviews**

The telephone interviews of Chapter 1 N or D students were conducted by trained interviewers at the Westat Telephone Research Center. The telephone interviewers received extensive training before each wave of telephone interviews. During training each interviewer received a training manual prepared by project staff which contained detailed information on the study, the questionnaires and forms to be used, contact procedures, and a full explanation of confidentiality issues.

Four versions of the questionnaire were developed for use with these students. Two versions of the questionnaire were used to conduct the first followup interview; one for students who had been released from the juvenile or adult correctional system (Version A) and a second version for those students who were still institutionalized at the time of the interview (Version B). During the second followup interview, Version A and B plus two additional versions of the questionnaire were used: one for students who were out at the time of the first interview and were still living in the community (Version C), and the other for students who were out at the time of the first followup interview and were back in a facility at the second followup (Version D).

During the followup phase, telephone interviewers were responsible for conducting interviews with four types of Chapter 1 students:

1. Students who were still at the facility or had been transferred to another facility;

2. Students who were at a facility at the time of the previous interview and were no longer at a facility because they had been paroled or discharged;

3. Students who were released at the time of the first followup and were still released at the second followup; and

4. Students who were released at the time of the first followup and were back in a facility at the time of the second followup.

In order to carry out the telephone interviews, three types of information sheets were prepared containing data pertaining to individual students:

1. The **facility information sheet** contained information the interviewer needed to contact the facility including the name of the facility, the name and telephone number of the contact person at the facility, and any site-specific education program information needed to administer the questionnaire to students who remained at the facility.

2. The **respondent information sheet (RIS)** contained important information needed by the telephone interviewer to conduct the telephone followup. An RIS was prepared for each student. The form included the respondent ID, respondent's name, and other information that would be needed to contact either the student or the designated facility contact person. The form also included information that was needed to administer the appropriate version of the questionnaire (e.g., current status of the student, date of release, information provided at prior interviews).

3. The **supplement to the RIS** listed contact information on those persons whom the student identified during the baseline or first followup interview. The telephone interviewer used the information on this form to locate released students for whom there were no additional sources of contact information.

The telephone interviewers maintained a detailed record of the outcome of each attempt to locate study participants on a Call Record, a computer-generated form. One Call Record, including the student's unique identification number, was generated for each student.

As expected, there was substantial mobility among study participants as a result of frequent transfers and releases. It was not uncommon to contact a facility for a scheduled interview only to find that the student had been transferred to another facility. Project staff were informed when this occurred, and a letter was sent to the transfer facility informing the new facility of the student's participation in the study and requesting its assistance in locating the student for the followup interview. Sometimes the student had transferred to yet another facility, and the process of locating the student was repeated.

Facilities do not always maintain followup information on released students who are not on parole, probation, or in aftercare. In cases in which the correctional system was unable to help and the contact information provided by the student was ineffective, the student could not be located and was lost to the study.

During the first followup interview, 78 percent of the 585 students who had responded to the baseline questionnaire were interviewed. Followup interviews were completed with 454 Chapter 1 students; 309 who were still at a facility and 145 who had been released. During the second wave of interviews, 337 students were interviewed. Of that number, 200 were in facilities and 137 had been released. The response rate for the second followup was 50 percent of the students completing the baseline questionnaire. Table A-1 shows the number of Chapter 1 students interviewed at each data collection point.

Table A-1. Summary Response Statistics for Longitudinal Study of Chapter 1 N or D Participants

| | Baseline | | First Followup | | Second Followup | |
|---|---|---|---|---|---|---|
| | No. | % | No. | % | No. | % |
| **Total eligible** | 670 | 100 | 585 | 87 | 459 | 69 |
| In facility | 670 | 100 | 319 | 48 | 220 | 33 |
| Released | NA | NA | 266 | 40 | 239 | 36 |
| **Responded** | 585 | 87 | 454 | 68 | 337 | 50 |
| In facility | 585 | 87 | 309 | 46 | 200 | 30 |
| Released | NA | NA | 145 | 22 | 137 | 20 |
| **Nonrespondents** | 85 | 13 | 131 | 20 | 122 | 18 |
| Not located | 0 | 0 | 94 | 14 | 43 | 6 |
| Maximum attempts | 0 | 0 | 22 | 3 | 37 | 6 |
| Refused | 0 | 0 | 9 | 1 | 24 | 4 |
| Other | 85 | 13 | 6 | 1 | 18 | 3 |

NA = Not applicable because all sampled students were in facilities.

### Students Who Could Not Be Located

There are a number of reasons why students were not interviewed, the most common being that the student could not be reached or located by telephone. Others are as follows:

- Student in a facility was not available to be interviewed;
- Student was located and refused to be interviewed;
- Student no longer resided in the United States;
- Student had reason to avoid being located; and
- Parole officer had no followup information.

A detailed discussion of these reasons as they occurred at the second followup is given below. The numbers of cases cited as illustrative of the extent of each problem refer to the second followup only.

**Student could not be reached or located at the number provided.** At the first interview, students provided the names, phone numbers, and addresses of relatives, neighbors, or friends who would know how to reach them when released. In 15 cases, when contacted, these persons informed the interviewer that the student either did not have a telephone or was seen infrequently. The person contacted was then given the Telephone Research Center's toll-free number to give to the student. The telephone interviewers made followup calls to the contact person to make sure that the student had been given the number. Very few of the students who were given the number responded. In some instances the student was verified to be living at the place where the number was located but, despite repeated calls, was not reached during the interview period.

**Student was in a facility but was not available to be interviewed.** There were seven students who were known to be in a facility but could not be interviewed; six were in lockup, away on a pass, or had recently been transferred as the followup phase ended. In the seventh case, there was an error in the facility's locator system.

It is not uncommon in the corrections environment for an inmate to be placed in lockup for a period of time as a form of punishment. Although an attempt was always made to interview these students after their period of confinement, four students were in lockup when the interview period was closed out.

During the second followup, there was a problem with locating one inmate who had transferred from the sampled facility to another facility where the student's location was not shown correctly in the computer locater system. The transfer facility acknowledged that the student had the same name and identification number but showed that the student had not previously been in a facility. Although this was an apparent error, because the student had been interviewed at the first followup in the sample facility, the student was not allowed to be interviewed.

**Student was located and refused to be interviewed.** There were 31 students who, when contacted by telephone or mail, chose not to be interviewed. These included students who were still in a facility as well as students who had been released.

**Student had reason to avoid being located.** There were some released students who apparently did not want to be found. Among the students who had reason not to be located were two students who were AWOL, one who was in violation of parole with warrants for his arrest outstanding, and two who were in trouble with the law. In addition, some who were contacted by using the telephone number provided, acknowledged their identity but claimed that they had never been in the sample facility.

**Student no longer resided in the United States.** Three of the released study participants were illegal aliens who had been immediately deported after their discharge from the sample facility. Another two students had voluntarily moved out of the country. No attempt was made to locate students who no longer resided in the United States.

**Parole officer had no followup information.** There were many students for whom the facility could provide no followup information and the parole officer was the only available source of information. Sometimes the parolee had completed the parole period and the parole officer had not maintained contact information on the student. In one instance, the parole officer determined through computer listing that a parolee was under his supervision but the officer said that he had no knowledge of the parolee.

Thirteen students provided contact information that may have been useable when it was given, but the telephone numbers had been disconnected or changed to unpublished numbers prior to the followup attempts. When the correctional system could provide no assistance, the students could not be traced further.

**Other efforts to contact students.** When the telephone interviewers were not able to locate released students, we tried to obtain information on these students from sources within the corrections systems. Abridged versions of the questionnaire were mailed to parole officers of nonrespondents during the first followup and administered by telephone during the second followup. The parole officers who responded answered the questions to the extent that they could, but this process yielded very little information. Information obtained through 17 proxy interviews is not included in the weighted data and is not reflected in the analyses.

# APPENDIX B

## Calculation of Sampling Weights for Chapter 1 Students

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### Overview of Sample Weighting Procedures

Sampling weights were calculated for incarcerated or released students who completed a survey questionnaire at the second followup. Sampling weights were also calculated for released students who completed questionnaires at first or second followup. These sampling weights were used in the estimation of survey statistics. Associating a weight with each completed second-followup questionnaire was intended to accomplish two ends: (1) to reflect the fact that not all surveyed students were sampled with the same likelihood and (2) to reduce bias in survey estimates by compensating for differing patterns of nonresponse.

Two subgroups of the set of adolescents who had completed a questionnaire at the baseline survey were assigned sampling weights. The first subgroup consisted of 337 students who completed a questionnaire at second followup. The second subgroup consisted of the 144 students who had been released and had completed a questionnaire at first followup and 52 students who were incarcerated at the first followup but were recorded as having been released and as having completed a questionnaire at the second followup. Students in the first subgroup received a sampling weight termed the second-followup weight. Students in the second subgroup received a sampling weight termed the just-released weight. A total of 149 students received both second-followup and just-released weights.

The second-followup weight was used to produce descriptive statistics of Chapter 1 Neglected and Delinquent students at the time of the second followup. Only students who had a second-followup disposition of complete received a second-followup sampling weight. The just-released weight was used to produce descriptive statistics of ECIA Chapter 1 Neglected and Delinquent students released between the baseline survey and the second followup relevant to the period immediately after their release. Any student who had a status of being released and having completed a questionnaire at first followup received a just-released weight that was calculated using only the first-followup response distribution for the student sample. The student's response

response disposition and status (released or incarcerated) at second followup had no effect on the computation of the student's just-released weight.

Any student completing a questionnaire who was incarcerated at first followup but released at the time of second followup received a just-released weight that was calculated using only the second-followup response distribution. Summing the just-released weights would estimate the number of students in the baseline universe who were released in the period from baseline to second followup. Using second-followup sampling weights for just-released students (either at first followup or second followup) would have ignored students who had a status of released at first followup and had completed questionnaires at first followup but were nonrespondents at second followup.

**Computation of Second-Followup Weights**

The second-followup weight was the product of the baseline final weight and a second-followup nonresponse adjustment factor. The weighted estimate of students at the second followup was to equal the estimated total of 14,348 students in the baseline universe. The baseline final weights of those students who completed a questionnaire at second followup had to be adjusted to compensate for the loss of sample students between the baseline survey and the second followup because of nonresponse. Student nonresponse occurred at the first followup as well as at the second followup.

Student nonresponse can result in biased survey estimates if the means or proportions for a characteristic of interest differ considerably for the respondents and nonrespondents. If the level of nonresponse differs for various Chapter 1 study domains, then the resulting sample distributions for these domains might not be representative with respect to the population distribution. The bias due to nonresponse can be reduced by forming sample weighting classes, calculating the student response rates for the weighting classes, and then multiplying the baseline weight of each student completing questionnaires in the second followup by the inverse of the response rate of the weighting class where the student is located.

Variables that are good candidates for constructing weighting classes are those that are moderately to highly correlated with the propensity to respond, as well as correlated with the

study variables. Adjusting final baseline weights of students within a weighting class by the inverse of the response rate reduces the bias in the estimates arising from nonresponse.

When we examined the response rates at first followup for the 585 students who completed a baseline survey by various subgroups, it became evident that the response rates were much higher for incarcerated students than for released students. Furthermore, among the released students it was evident that response rates differed by race/ethnicity and the presence or absence of a disabling condition. The weighting classes for the calculation of second-followup nonresponse adjustment factors were defined as follows:

- Incarcerated students;
- Released students who were white, not Hispanic, and had no disabling condition;
- Released students who were white, not Hispanic, and had a disabling condition or did not respond to the presence-of-disability item;
- Released students who were Hispanic or not white or did not respond to the race/ethnicity item and had no disabling condition; and
- Released students who were Hispanic or not white or did not respond to the race/ethnicity item and had a disabling condition or did not respond to the presence-of-disability item.

To write an expression for the nonresponse adjustment factors for the $j$th weighting class ($j$ = 1,2, ..., 5) let:

$r_j$ = weighted count of students in the $j$th weighting class having a response disposition of complete at second followup.

$t_j$ = weighted count of students in the $j$th weighting class having a response disposition of nonrespondent.

It is important to note that the term $t_j$ included students who were nonrespondents at first followup as well as students who completed questionnaires at first followup but were nonrespondents at second followup. With a few exceptions, no attempt was made to interview first-followup nonrespondents. For those nonrespondents at the first followup for whom second-followup interviews were attempted, care had to be taken to include the student in the count of $r_j$ or $t_j$ only on the basis of the student's second-followup response disposition.

The nonresponse adjustment factor for the $j$th weighting class was $(r_j + t_j)/r_j$. The baseline final weight of each student who completed a questionnaire at second followup was multiplied by the appropriate nonresponse adjustment factor resulting in the second followup weight. All students who did not complete a questionnaire at second followup were given a second-followup weight of zero.

**Computation of Just-Released Weights**

The final weight for the students who were released between the baseline survey and the second followup was the product of the final baseline weight and an adjustment for nonresponse. The weighting classes for the released students used in the computation of the nonresponse adjustment factors for second-followup weights were also used for computing nonresponse adjustment factors for students released between the baseline survey and the second followup. To compute the nonresponse adjustment factors for released students, the following four quantities were needed for each of the weighting classes:

1. $r_{j1}$ = weighted count of students in the $j$th weighting class who had a status of released at the time of the first followup.

2. $t_{j1}$ = weighted count of students in the $j$th weighting class who had a status of released at the time of the first followup, but did not complete a questionnaire at first followup.

3. $r_{j2}$ = weighted count of students in the $j$th weighting class who were released at the time of second followup, had a disposition of complete at second followup, and were incarcerated at the time of first followup.

4. $t_{j2}$ = weighted count of students in the $j$th weighting class who were released at the time of second followup, incarcerated at the time of first followup, and did not complete a questionnaire at second followup.

The weight used in producing $r_{j1}$, $r_{j2}$, $t_{j1}$, and $t_{j2}$ was the final baseline weight. The nonresponse adjustment factor for the jth weight class was calculated as:

$$\frac{t_{j1} + t_{j2} + r_{j1} + r_{j2}}{t_{j1} + t_{j2}}$$

Final baseline weights were multiplied by the appropriate nonresponse adjustment factors for two kinds of students: (1) released students who completed questionnaires at first followup and (2) released students at second followup but incarcerated at first followup who completed second-followup questionnaires.

**Computation of Replicate Weights**

Replicate second-followup weights and just-released weights were calculated using the same procedures as were used in the baseline survey replicate weighting. Replicate weights are used to calculate sampling errors for the survey estimates. Before we discuss the computation of the replicate second-followup weights and just-released weights, it may be helpful to describe the principles behind the replication method of estimating sampling variances. A replicate is simply a subsample of the full sample of students where the replicate is approximately one-half the size of the full sample. In the baseline survey, facilities that were noncertainty selections were grouped into pairs. These pairs were referred to as variance strata. One facility in the pair was designated half-sample A, and the other facility was designated half-sample B. For the facilities selected with certainty, the student sample within the facility was randomly divided into two groups. One student group was designated half-sample A and the other student group was designated half-sample B. Given there are 20 variance strata and two half-samples per variance stratum, there are $2^{20}$ possible subsamples of the full sample. Statistical theory shows that it is possible to consider only a small subset of the total number of replicates. For each replicate that is a member of the subset, there are orthogonal matrices that define which half-sample from each variance stratum will be included in a given replicate. Once replicates are defined, it is possible to implement full-sample weighting procedures to calculate replicate weights for students who are members of a particular replicate. If a student appears in a half-sample that is not a member of the replicate, the student receives a replicate weight of zero for that replicate. Conversely, if a student appears in a

half-sample that is a member of the replicate, the student will receive a weight approximately twice the student's full-sample weight.

The half-sample weight for each replicate can be used to calculate an estimate for a characteristic of interest. As there are 20 replicates, there are 20 replicate estimates. If $\hat{X}_t$ denotes the estimate for the characteristic $X$ for the $t$th replicate, then the squared difference $(\hat{X}_t - \hat{X})^2$ yields a measure of variability for the estimate $\hat{X}$. By taking the average of the squared differences from all 20 replicates, we can obtain a much better measure of variability in the estimate $\hat{X}$. An estimate of the sampling variance for $\hat{X}$ is given by the expression:

$$\frac{1}{20} \sum_{t=1}^{20} (\hat{X}_t - \hat{X})^2 .$$

For the computation of replicate second-followup weights it was sufficient to start with the replicate baseline weights, and then compute nonresponse adjustments for each replicate. For the kth replicate, the quantities

$$r_{jk} = \sum_m d_{jt}\ a_{mjk} \qquad \text{and} \qquad t_{jk} = \sum_m (1 - d_{jt})\ a_{mjk}$$

were calculated where

$a_{mjk}$ = final baseline weight for the $m$th student in the $j$th weighting class for the $k$th replicate

$d_{jm}$ = 1 if $m$th student in the $j$th weighting class completed a questionnaire in the second followup

= 0 if $m$th student in the $j$th cell did not complete a questionnaire in the second followup.

The nonresponse adjustment factor for the $j$th weighting class and $k$th replicate, denoted $c_{jk}$, was equal to $(t_{jk} + r_{jk}) / t_{jk}$. After the nonresponse adjustment factor was calculated for the $k$th replicate, the final second-followup replicate weight for the $m$th student in the $k$th replicate who completed a questionnaire at the time of second followup was $c_{jk} \times a_{mjk}$. Students who were nonrespondents at the second followup had final replicate weights of zero. Nonresponse

adjustment factors were calculated for each of the 20 replicates and applied to the baseline replicate weights for students who completed second-followup questionnaires.

For the second-followup replicate weighting, the number of weighting classes used was three instead of five. Of the total 337 students who completed a second-followup questionnaire, 200 students were incarcerated and 137 students were released. Because of the small number of completes in a few of the released-weighting classes, some of the replicate nonresponse adjustment factors were very large, and as a result, the replicate weights were large. The consequence of these large replicate weights would have been a large sampling error. For the second-followup replicate weighting, the following three weighting classes were used for nonresponse adjustment: (1) incarcerated; (2) released, white, and not Hispanic; and (3) released, Hispanic, nonwhite, or race/ethnicity missing.

The computations of replicate just-released weights are analogous to the computations just described for the replicate second-followup weights. Again, it is sufficient to start the just-released replicate weighting with the baseline-survey replicate weights. For the $k$th replicate, the quantities $r_{j1k}$, $t_{j1k}$, $r_{j2k}$, and $t_{j2k}$ were calculated, and these quantities were used to compute a replicate nonresponse adjustment factor for the $k$th replicate and $j$th weighting class. The replicate nonresponse adjustment factor was multiplied by the final replicate baseline weight to yield the final just-released replicate weight for released students who completed questionnaires at the first or second followup. For the just-released replicate weighting we were able to use the same four weighting classes that were employed in the full-sample just-released nonresponse adjustment computations.

Table B-1. Table of coefficient of variation

| Statistic | Estimate | Coefficient of variation (%) |
|---|---|---|
| Conditions of release for all released youth | | |
| Probation | 4,140 | 32 |
| Parole | 4,873 | 34 |
| Discharge | 641 | 30 |
| 13-24 months between sentencing and release | | |
| All released from adult facilities | 172 | 56 |
| All released from juvenile facilities | 1,523 | 42 |
| Still in adult facilities | 668 | 37 |
| Still in juvenile facilities | 1,294 | 33 |
| Youth in sampled (original) facility at all interviews | | |
| Still in facility | 2,739 | 20 |
| Still on aftercare at second followup | | |
| Previously released on probation | 1,415 | 32 |
| Previously released on parole | 1,834 | 65 |
| Youth reporting postrelease problems with the law | | |
| Previously released (excludes reincarcerated) | 1,875 | 30 |
| Received high school diploma or GED while confined | | |
| All released youth | 1,417 | 33 |
| Continuity of in-facility enrollment among those still in facility | | |
| Adult facility, no classes after baseline | 418 | 46 |
| Adult facility, continued classes after baseline | 1,310 | 50 |
| Juvenile facility, no classes after baseline | 126 | 65 |
| Juvenile facility, continued classes after baseline | 2,730 | 15 |
| Stopped taking in-facility classes because finished high school or received GED | | |
| Still in facility | 291 | 33 |
| Plans to return to school after release | | |
| Still in adult facility | 1,271 | 48 |
| Still in juvenile facility | 2,369 | 16 |
| Does not plan to return to school after release | | |
| Still in adult facility | 435 | 66 |
| Still in juvenile facility | 402 | 30 |

Table B-1. Table of coefficient of variation (continued)

| Statistic | Estimate | Coefficient of variation (%) |
|---|---|---|
| Status of school enrollment after release | | |
| Previously released 16-year-olds never attending school | 214 | 84 |
| Previously released 16-year-olds attending and dropping out | 304 | 57 |
| Previously released 16-year-olds remaining enrolled | 442 | 48 |
| Previously released 17-year-olds never attending school | 1,008 | 34 |
| Previously released 17-year-olds attending and dropping out | 403 | 46 |
| Previously released 17-year-olds remaining enrolled | 1,014 | 44 |
| School enrollment at second interview | | |
| Previously released blacks not now attending | 1,503 | 35 |
| Previously released blacks currently attending | 1,609 | 25 |
| Previously released whites not now attending | 1,053 | 41 |
| Previously released whites currently attending | 402 | 43 |
| Living arrangements at time of release | | |
| All released living with parents/stepparents/close family | 7,957 | 16 |
| All released living in a group home | 663 | 56 |
| All released living in a halfway house | 454 | 64 |
| Living arrangements after return | | |
| Previously released from adult facilities same as before commitment | 311 | 64 |
| Previously released from juvenile facilities same as before commitment | 4,176 | 24 |
| Previously released from adult facilities with different arrangements | 185 | 71 |
| Previously released from juvenile facilities with different arrangements | 767 | 38 |
| Received information about alcohol and drugs just before release | | |
| All released from adult facilities | 802 | 50 |
| All released from juvenile facilities | 6,985 | 16 |
| Information about alcohol and drugs was helpful | | |
| All released from adult facilities | 736 | 54 |
| All released from juvenile facilities | 5,393 | 19 |
| Received information about finding a job just before release | | |
| All released from adult facilities | 608 | 46 |
| All released from juvenile facilities | 5,703 | 16 |
| Information about finding a job was helpful | | |
| All released from adult facilities | 538 | 53 |
| All released from juvenile facilities | 4,269 | 19 |

Table B-1. Table of coefficient of variation (continued)

| Statistic | Estimate | Coefficient of variation (%) |
|---|---|---|
| Received information about seeking out opportunities for training and education just before release | | |
| All released from adult facilities | 443 | 57 |
| All released from juvenile facilities | 4,110 | 21 |
| Information about education/training opportunities was helpful | | |
| All released from adult facilities | 443 | 57 |
| All released from juvenile facilities | 3,127 | 24 |
| Seen by counselor other than probation or parole officer | | |
| All released youth | 2,404 | 25 |
| Youth receiving postrelease help in finding a job | | |
| All released, helped by counselor | 1,825 | 19 |
| All released, helped by teacher | 598 | 43 |
| All released, helped by parole officer | 1,546 | 27 |
| All released, helped by family member | 3,202 | 15 |
| Unemployed youth who have looked for a job | | |
| All released | 2,573 | 23 |

NOTE: For each statistic in the table, you may have confidence that the statistic lies within the interval described by the estimate plus or minus the standard error times 1.95. Standard error = the Coefficient of Variation x Estimate. For example, you may have 95 percent confidence that the number of Chapter 1 youth released to the care of a probation officer was between 1,550 and 6,730 [i.e., 4,140 + (4,140 x .39) or 4,140 - (4,140 x .32)].

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